Proceedings of the 1st Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop, Halifax, Nova Scotia, 20–21 February 2002

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PROCEEDINGS OF THE 1st EASTERN SCOTIAN SHELF INTEGRATED MANAGEMENT (ESSIM) FORUM WORKSHOP, HALIFAX, NOVA SCOTIA, 20–21 FEBRUARY 2002

Edited by

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EXECUTIVE SUMMARY

Introduction

The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative is being led and facilitated by the Maritimes Region Oceans and Coastal Management Division (OCMD), Fisheries and Oceans Canada (DFO), under Canada's 1997 *Oceans Act*. The ESSIM Initiative is a collaborative management and planning process for the Eastern Scotian Shelf Oceans Management Area.[1] The management and use of this large offshore biogeographic area involves a broad range of interests, including government, First Nations, oceans industry and resource users, environmental interest groups, coastal communities, and university researchers. To initiate multi-stakeholder dialogue on integrated oceans management, DFO hosted the 1st ESSIM Forum Workshop in Halifax, Nova Scotia, at Mount St. Vincent University, 20–21 February 2002. The workshop objectives were: (i) to promote sectoral and cross-sectoral dialogue and capacity-building for integrated oceans management and planning; and (ii) to discuss key elements of the Initiative, including: vision, objectives and outcomes; a collaborative management and planning process; and the future integrated oceans management plan.

Workshop Results

DFO worked with a multi-sectoral planning team to design the workshop agenda and structure. Two ESSIM discussion papers on *The Development of a Collaborative Management and Planning Process* and *Issues, Challenges and Opportunities* provided the basis for the workshop discussions. These companion documents were prepared for the Federal-Provincial ESSIM Working Group in November 2001 (see Appendix III for references).

Approximately 150 participants (see Appendix I) from a broad range of oceans interests attended the workshop to discuss key elements of the ESSIM Initiative, including the proposed collaborative management and planning process and structure – the ESSIM Forum – and the development of an integrated oceans management plan. Mr. Neil Bellefontaine, Regional Director-General, Maritimes Region, and Mr. Matthew King, Assistant Deputy Minister, Oceans, gave the introductory and keynote speeches respectively (see Appendix II). Five presentations were provided by DFO Maritimes Region staff on: *The ESSIM Story: Background to the Initiative; The ESSIM Forum: Designing a Collaborative Management and Planning Process; Science in Support of ESSIM; The ESSIM Forum: The Multi-Stakeholder Oceans Management and Planning Group;* and *The Integrated Oceans Management Plan.*

Four small-group facilitated discussions produced many valuable comments and suggestions on the structure and process of the proposed Forum and the elements and scope of the oceans management plan. Much of the discussion focused on the proposed Forum and the requirements for a networked structure to engage and link DFO, other government partners, and oceans stakeholders for integrated oceans management and planning. Feedback received through plenary and small-group facilitated discussions and evaluation forms was synthesized by DFO Regional staff and is reported in these proceedings.

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[1] For more background on the ESSIM Initiative, see <http://www.mar.dfo-mpo.gc.ca/oceans/>.

Key themes and points raised during workshop discussions included the following:

ESSIM Objectives

- Although generally accepted by the participants, the objectives put forward by DFO for the ESSIM Initiative could benefit from stronger wording in some cases. The participants also highlighted additional priorities and elements for inclusion in the objectives.

Collaborative Process and Structure

- The ESSIM Forum structure and process should maximize stakeholder responsibility, authority and roles in decision making. Greater clarity is needed with respect to leadership, authority, and the management *vs.* advisory role of the proposed ESSIM multi-stakeholder planning group. More definition is required for the linkages among the elements of the Forum.

- Although consensus decision making is the preferred approach, the process should include a conflict resolution mechanism.

- Communication, transparency and accountability should be maximized for all aspects of the process. The process should move forward in a timely and proactive manner.

- The planning structure and process should be simplified to avoid duplication and utilize existing processes where possible. It was also recommended that the process include a science advisory group to provide the required physical and interdisciplinary social science expertise.

- Membership criteria are needed to ensure the inclusivity of the multi-stakeholder group and that all voices are heard and respected. Capacity and preparedness for a multi-stakeholder planning process varies among sectors, and effective representation of large, diverse sectors in the planning process is a major challenge. Funding should be considered for volunteer groups or others who might not be able to participate otherwise.

- The definition and labelling of individual sectors can pose challenges, as some participants are cautious of being aligned with specific sectors (e.g., coastal communities and marine consultants). In some cases, participants preferred to be recognized as individuals as opposed to speaking on behalf of their sector. The involvement of First Nations and coastal communities needs clarification, and non-participants in the process need to be engaged.

- The ESSIM Forum Secretariat role of the Oceans and Coastal Management Division was endorsed. Key Secretariat functions should include communications, information sharing, capacity-building, and planning direction and support.

Integrated Management Plan

- The proposed management plan framework was generally well received. However, concerns were raised regarding its complexity, with an overall preference for simplification where possible. At the same time, participants recommended additional plan elements and considerations.

- The plan should recognize and enable oceans stewardship, such as industry-led environmental management practices.

The various options put forward during the workshop are being reviewed by the Oceans and Coastal Management Division and its now functioning ESSIM Forum Secretariat as part of the process of refining the proposed ESSIM Forum. Initial assessment of workshop outcomes by DFO highlights the following points:

- There was strong support from workshop participants to proceed in the general direction proposed for the development of the ESSIM Forum and the oceans management plan.
- The workshop succeeded in highlighting to the broader community the ongoing efforts for government engagement and coordination.
- There is now an emphasis on individual sectors and communities of interest to organize themselves in order to participate effectively in the process.

Next Steps

DFO will continue to work with various communities of interest to support their organizational efforts, refine the design of the management and planning process and structure, and discuss the oceans management plan. There was general support from workshop participants for the formation of a multi-sector "coordinating working group" to work directly with the ESSIM Forum Secretariat on the process and plan design. At the same time, DFO was cautioned about the potential problems involved in establishing a "representative" multi-sector group with selected individuals from various communities of interest. Key considerations include the broad and diverse nature of the groups involved in the process, the need for capacity and institution building in the majority of sectors, and the differing objectives and priorities among various communities of interest. However, there was overall agreement that the ESSIM Initiative should maintain the longer-term objective of a multi-stakeholder planning group as the core of the ESSIM Forum. A number of communities of interest (e.g., fishing, oil and gas, environmental NGOs) are actively working to determine their involvement in a future multi-stakeholder group and to organize themselves for effective participation in the ESSIM process. Similarly, the Secretariat will continue to engage the marine transportation sector through local and national shipping associations on its involvement in the collaborative management and planning process.

In addition to discussions between DFO and various communities of interest to support capacity-building and engagement in the process, the establishment of a "coordinating group" in the short-term remains a possibility. However, given the requirements outlined above, such a group would be limited to specific functions, such as workshop planning or initial review of planning documents, and would be used to provide *advice* and *perspectives* as opposed to "representation"

in the planning process. The input provided by a coordinating group would be taken back to the broader Forum for its review and comment to ensure full transparency of the planning process. Based on the limited response to join a coordinating group to date, the Secretariat will focus its efforts on building capacity through broad multi-stakeholder discussion, as well as dialogue with individual communities of interest. This approach could include the use of focus groups comprised of interested parties to work on various elements of the process (e.g., communications, plan development and review).

It is recognized that effective communication is key to moving the Initiative forward. The Secretariat established a web site in April 2002 for communications and information sharing to support the activities of the multi-stakeholder planning process and to promote understanding of integrated oceans management. The Secretariat will also continue to provide a regular E-mail bulletin of relevant developments and information on the ESSIM Initiative. As part of the longer-term communications and information-sharing strategy being developed for the Initiative, the Secretariat supports the future establishment of a non-governmental web site operated by the broader ESSIM Forum. This would enable the Initiative to utilize interactive web-based communications tools, such as bulletin boards and online/timed discussions. The Secretariat will continue to initiate and respond to opportunities for face-to-face discussions through information sessions, focus groups, or topic-based workshops.

At the government level, the Secretariat will continue to work with the Federal-Provincial ESSIM Working Group (established in January 2001) for operational support and participation in the process. DFO will also work toward establishing an intergovernmental committee of senior policy and decision makers from key oceans-related departments, boards and agencies operating in the region, to coordinate government input to the ESSIM Initiative. Within DFO, the Secretariat will continue to work with the Science, Coast Guard, Oceans and Habitat Management, Policy and Economics, and Fisheries Management sectors, to develop capacity and expertise for integrated oceans management. This includes regional input to the developing national oceans policy and management frameworks, as well as related DFO programs (e.g., ecosystem objectives, objectives-based fisheries management plans, MPA planning).

To facilitate the design, development and implementation of the oceans management plan, the Secretariat will work in collaboration with interested parties to prepare a draft plan framework for discussion with multi-stakeholder and government interests at the 2nd ESSIM Forum Workshop, planned for the spring of 2003. This drafting process will focus on the structure and key elements of the plan, including the identification of management objectives, indicators and planning tools.

RÉSUMÉ

Introduction

Le projet de gestion intégrée de l'est du plateau néo-écossais (GIEPNE) est dirigé et administré par la Division de la gestion côtière et des océans (DGCO) de la Région des Maritimes du ministère des Pêches et des Océans (MPO), en application de la *Loi sur les océans,* adoptée par le Canada en 1997. Le projet de GIEPNE est un processus coopératif de planification et de gestion applicable à la zone de gestion océanique de l'est du plateau néo-écossais.[2] La gestion et l'utilisation de cette vaste zone biogéographique intéresse un vaste éventail d'intervenants, notamment le gouvernement, les Premières nations, les industries océanologiques, les utilisateurs des ressources de l'océan, les groupes environnementaux, les communautés côtières et les chercheurs universitaires. Afin d'amorcer entre ces multiples intéressés un dialogue sur la gestion intégrée des océans, le MPO a accueilli le premier atelier du forum de la GIEPNE à l'Université Mount Saint-Vincent de Halifax (Nouvelle-Écosse), les 20 et 21 février 2002. Cet atelier visait les objectifs suivants : i) promouvoir le dialogue sectoriel et intersectoriel ainsi que le renforcement des capacités en matière de planification et de gestion intégrées des océans et ii) discuter des principaux éléments du projet (vision, objectifs et résultats), d'un processus coopératif de planification et de gestion, et du futur plan de gestion intégrée de l'océan.

Résultats de l'atelier

Le MPO a travaillé avec une équipe multilatérale de planification afin d'élaborer le programme et la structure de l'atelier. Deux documents de travail sur le projet de GIEPNE, intitulés respectivement *Élaboration d'un processus coopératif de planification et de gestion* et *Enjeux, défis et possibilités* ont servi de base aux discussions. Ces documents avaient été établis pour le Groupe de travail fédéral-provincial sur la GIEPNE en novembre 2001 (voir l'annexe III).

Environ 150 participants (voir l'annexe I), représentant une grande variété d'intérêts dans le domaine de l'océanologie, ont assisté à l'atelier et discuté des principaux éléments du projet de GIEPNE, notamment du processus coopératif de planification et de gestion, de la structure du forum de la GIEPNE et de l'élaboration d'un plan intégré de gestion des océans. M. Neil Bellefontaine, directeur général régional du MPO pour la Région des Maritimes, et M. Matthew King, sous-ministre adjoint, Océans, ont prononcé le discours d'ouverture et le discours-programme, respectivement (voir l'annexe II). Cinq présentations ont été données par le personnel du MPO dans la Région des Maritimes. Elles portaient sur l'historique de la GIEPNE, sur l'élaboration d'un processus coopératif de planification et de gestion, sur l'appui scientifique à la GIEPNE, sur le Groupe multilatéral de planification et de gestion des océans, et sur le plan de gestion intégrée des océans.

Quatre séances de discussion en petit groupe avec animateur ont débouché sur de nombreuses observations et suggestions utiles sur le processus de forum proposé ainsi que sur les éléments et la portée du plan de gestion des océans. Une bonne partie des discussions a porté sur le forum proposé et sur la nécessité d'un réseau reliant le MPO, les autres partenaires gouvernementaux et

[2] Pour obtenir plus de documentation sur le projet de GIEPNE consulter le site <http://www.mar.dfo-mpo.gc.ca/oceans/>.

les intervenants du secteur des océans pour ce qui concerne la planification et la gestion intégrée des océans. Une synthèse de la rétroinformation obtenue lors de la séance plénière et des discussions en petit groupe ainsi qu'au moyen des formulaires d'évaluation a été établie par le personnel régional du MPO. Elle est intégrée au présent compte rendu.

Principaux thèmes et points soulevés à l'atelier:

Objectifs de la GIEPNE

- Quoiqu'ils sont acceptés dans l'ensemble par les participants, les objectifs de la GIEPNE établis par le MPO pourraient, dans certains cas, être formulés de manière plus convaincantes. Les participants ont aussi fait état d'autres priorités et éléments à intégrer aux objectifs.

Processus coopératif et structure

- La structure et le processus du forum de la GIEPNE devraient maximiser la responsabilité, le pouvoir et les rôles des intervenants dans le processus décisionnel. Il y a lieu d'établir plus clairement si le Groupe multilatéral de planification a des responsabilités de leadership, de pouvoir et de gestion ou s'il joue un rôle consultatif. Les liens entre les éléments du forum proposé doivent être plus définis.

- Quoique les décisions prises par consensus soient privilégiées, le processus devrait comprendre un mécanisme de règlement des conflits.

- La communication, la transparence et la responsabilité devraient être maximisées dans toutes les facettes du processus. Celui-ci devrait être proactif et opportun.

- Il faudrait simplifier la structure et le processus de planification pour éviter les doubles emplois, et recourir aux processus qui sont déjà en place, si possible. On a aussi recommandé d'intégrer au processus un groupe consultatif scientifique, qui serait chargé d'apporter une expertise en sciences physiques et en sciences sociales interdisciplinaires.

- Il est nécessaire de définir des critères de participation pour faire en sorte que la totalité des divers intervenants puissent être entendus et qu'on en tienne compte. Étant donné que la capacité et la disponibilité à participer à un processus de planification multilatéral varient parmi les secteurs, la bonne représentation de l'ensemble des divers secteurs dans le processus de planification représente un grand défi. Un financement devrait être prévu pour les groupes de bénévoles, ou autres, qui n'auraient peut-être pas les moyens de participer.

- La définition et la désignation de chaque secteur peut poser des difficultés, car certains participants répugnent à être assimilés à un secteur en particulier (p. ex. communautés côtières et experts-conseils dans le domaine maritime). Dans certains cas, les participants préfèrent être admis à titre personnel plutôt que comme porte-parole de leur secteur. Il est nécessaire de clarifier la participation des Premières nations et des communautés côtières, et d'intégrer les non-participants au processus.

- On a entériné le rôle de secrétariat du forum de la GIEPNE assumé par la Division de la gestion côtière et des océans. Les fonctions essentielles du secrétariat devraient comprendre les communications, le partage de l'information, le renforcement des capacités, ainsi que l'orientation et l'appui en matière de planification.

Plan de gestion intégrée

- Le cadre proposé pour le plan de gestion a été généralement bien accueilli. Toutefois, on s'est inquiété de sa complexité et souhaité en général une simplification, si possible. En même temps, les participants ont proposé d'autres éléments et considérations à ajouter au plan.

- Le plan devrait promouvoir et favoriser une bonne intendance des océans, par exemple, les bonnes habitudes de gestion environnementales prises à l'instigation de l'industrie.

Les diverses options présentées au cours de l'atelier sont actuellement examinées par la Division de la gestion côtière et des océans et son secrétariat du forum de la GIEPNE, qui est maintenant opérationnel, dans le but de parfaire la formule proposée de forum de la GIEPNE. Les éléments suivants se dégagent des premiers résultats de l'évaluation de l'atelier effectuée par le MPO:

- Les participants à l'atelier se sont montrés nettement favorables à l'orientation générale proposée pour l'élaboration d'un forum de la GIEPNE et d'un plan de gestion des océans.
- L'atelier est parvenu à mettre en évidence pour la collectivité les efforts de coordination et de participation constants déployés par le gouvernement.
- Il incombe maintenant à chaque secteur et communauté de s'organiser pour participer efficacement au processus.

Prochaines étapes

Le MPO continuera de travailler de manière bilatérale avec les diverses communautés d'intérêt, afin d'appuyer leurs efforts d'organisation, de parfaire leurs processus et structure de planification et de gestion, et de discuter du plan de gestion des océans. En général, les participants à l'atelier se sont montrés favorables à l'établissement d'un groupe de coordination multisectoriel, qui travaillerait directement avec le secrétariat du forum de la GIEPNE à l'élaboration du processus et du plan. En même temps, on a mis en garde le MPO au sujet des problèmes que pouvait poser la création d'un groupe multisectoriel représentatif composé de certaines personnes provenant des diverses communautés d'intérêt. Parmi les principaux éléments à considérer, on a fait état de la nature vaste et diverse des groupes concernés, de la nécessité de renforcer les capacités et les institutions dans la majorité des secteurs, ainsi que des priorités et objectifs différents entre les diverses communautés d'intérêt. Toutefois, on a convenu en général que le projet de GIEPNE devrait continuer de viser un groupe multilatéral de planification comme élément essentiel du forum. Un certain nombre de communautés d'intérêt (p. ex. secteurs de la pêche, du pétrole et du gaz et ONG oeuvrant dans la protection de l'environnement) cherchent activement à déterminer quelle sera leur participation dans un groupe multilatéral futur et à s'organiser pour prendre part efficacement au processus de GIEPNE. De la même manière, le secrétariat continuera de solliciter le secteur du transport

maritime, par l'entremise des associations locales et nationales de transporteurs maritimes, pour qu'il participe au processus coopératif de planification et de gestion.

En sus des discussions entre le MPO et les diverses communautés d'intérêt pour renforcer les capacités et prendre part au processus, il demeure possible d'établir un groupe de coordination à court terme. Toutefois, compte tenu des exigences décrites ci-dessus, le rôle d'un tel groupe serait limité à des fonctions données, comme la planification des ateliers ou l'examen initial des documents de planification, et il consisterait à exprimer des *conseils* et des *points de vue*, plutôt qu'à agir comme des « représentants » dans le processus de planification. Les idées amenées par un groupe de coordination seraient présentées au forum, qui les examinerait et les commenterait, garantissant ainsi la pleine transparence du processus de planification. Compte tenu de l'intérêt limité suscité par la participation à un groupe de coordination jusqu'ici, le secrétariat centrera ses efforts sur le renforcement des capacités institutionnelles par le biais de discussions et d'un dialogue entre les diverses communautés d'intérêt. Cette démarche pourrait comprendre l'utilisation de groupes de concertation composés des parties intéressées, qui travailleraient sur les divers éléments du processus (p. ex. communications, élaboration et examen du plan).

Il est clair qu'une bonne communication est essentielle à la mise en oeuvre du projet. Le secrétariat a créé un site Web en avril 2002, pour communiquer et partager l'information afin d'appuyer les activités du processus multilatéral de planification et de promouvoir la compréhension de la gestion intégrée des océans. Le secrétariat continuera aussi de publier régulièrement par courrier électronique un bulletin traitant des progrès accomplis et présentant des renseignements pertinents concernant le projet de GIEPNE. Dans le cadre de la stratégie de communication et de partage de l'information à long terme qui est en cours d'élaboration, le secrétariat appuie l'établissement futur d'un site Web non gouvernemental, exploité par le grand forum de la GIEPNE. Cela permettrait aux responsables du projet de recourir aux outils de communication interactifs du Web, comme les babillards et les discussions de durée déterminée en ligne. Le secrétariat continuera d'offrir et de saisir des occasions de discussion face à face, sous forme de séances d'information ou d'ateliers thématiques.

Pour ce qui concerne le gouvernement, le secrétariat continuera de rechercher le soutien opérationnel et la participation du Groupe de travail fédéral-provincial sur la GIEPNE (créé en janvier 2001). Le MPO travaillera aussi à l'établissement d'un comité intergouvernemental - constitué de hauts responsables des politiques et décideurs de divers services, conseils et organismes régionaux liés aux océans - qui serait chargé de coordonner la participation gouvernementale au projet de GIEPNE. Au sein du MPO, le secrétariat continuera de travailler avec les secteurs des Sciences, de la Garde côtière, des Océans, de la Gestion de l'habitat et de la Gestion des pêches, afin de développer les capacités et l'expertise nécessaires à la gestion intégrée des océans. Cela comprend la participation régionale à l'élaboration de cadres nationaux concernant la politique et la gestion en matière d'océans ainsi que l'application de programmes connexes du MPO (p. ex., objectifs écosystémiques, plans de gestion axés sur des objectifs et planification de ZPM).

Pour faciliter l'élaboration et la mise en oeuvre du plan de gestion des océans, le secrétariat travaillera en collaboration avec les parties intéressées afin d'établir une ébauche de cadre pour le plan, aux fins de discussion avec les intervenants multiples et groupes gouvernementaux au

deuxième atelier du forum de la GIEPNE, prévu pour le printemps 2003. Cette ébauche sera axée sur la structure et sur les principaux éléments du plan, et mettra notamment en évidence les objectifs de gestion, les indicateurs et les outils de planification.

ACKNOWLEDGEMENTS

The ESSIM Forum Secretariat would like to thank all workshop participants and organizers, as your interest, input and energy made the workshop a success. We also would like to thank the multi-sector ESSIM Forum Workshop Planning Team, which played an integral role in designing the workshop format and agenda. The composition of the Workshop Planning Team included representatives from the following organizations: BLSmith Groupwork Inc.; Canadian Association of Petroleum Producers; Clearwater Fine Foods Inc.; Ecology Action Centre; Eskasoni Fish and Wildlife Commission/Unama'ki Institute; Guysborough County Inshore Fishermen's Association; HighLiner Foods Inc.; Energy and Marine Branch, Industry Canada; Marine and Environmental Law Programme, Dalhousie University; Nova Scotia Intergovernmental Affairs; Nova Scotia Petroleum Directorate; Oceans and Coastal Management Division, Fisheries and Oceans Canada; and Management Science and Environmental Studies, Saint Mary's University.

The facilitated small-group discussion sessions enhanced the overall productiveness of the workshop. Thanks to Bruce Smith, the Workshop Facilitator, and his dedicated team of facilitators:

Alison Evans (DalTech)
Andre d'Entremont (Kerr-McGee Offshore Canada Ltd.)
Bill Hickey (DFO Newfoundland Region)
Colleen Mercer Clarke (CBCL Ltd.)
Erin Rankin (DFO Headquarters)
Geoffrey Hurley (EnCana Corporation)
Jim Calvesbert (Canadian Coast Guard)
Kim Doane (Nova Scotia Petroleum Directorate)

And staff from the Oceans and Coastal Management Division:

Dave Duggan
Denise McCullough
Derek Fenton
Jason Naug
Jim Fennell
Joe Arbour
Maxine Westhead
Paul Macnab

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1.0 INTRODUCTION

The ESSIM Initiative is a collaborative management and planning process for the Eastern Scotian Shelf Oceans Management Area (see map below). The development of an integrated oceans management plan for this large offshore biogeographic area involves a broad range of interests, including government, First Nations, oceans industry and resource users, environmental interest groups, coastal communities, and university researchers. To initiate multi-stakeholder dialogue on integrated oceans management, Fisheries and Oceans Canada (DFO) hosted the 1st Eastern Scotian Shelf Integrated Management (ESSIM) Forum Workshop in Halifax, Nova Scotia, at Mount St. Vincent University, 20–21 February 2002. A multi-sectoral planning team had assisted DFO in the workshop design and agenda. Approximately 150 participants from a broad range of oceans interests attended the workshop to discuss key elements of the ESSIM Initiative, including the proposed collaborative management and planning process and structure – the ESSIM Forum – and the integrated oceans management plan. Much of the discussion focused on the proposed Forum and the requirements for a networked structure to engage and link DFO, other government partners, and oceans stakeholders for integrated oceans management and planning. The basis for the workshop discussions was provided by the companion ESSIM discussion papers produced by DFO on *The Development of a Collaborative Management and Planning Process* and *Issues, Challenges and Opportunities* (see Appendix III for references).

Workshop participants were assigned tables for small-group discussions – a multi-sectoral table on day 1 and a sectoral table on day 2.[3] Each table had an assigned facilitator/reporter. During the two-day workshop, participants engaged in four 1-hour small-group discussions. These workshop proceedings are based on the audio recordings and notes recorded by the plenary facilitator as groups reported back on their individual discussions. Questions being addressed appear in Italics at the beginning of each discussion section. Also included are summaries of the final open discussion and key comments from the entire workshop, a synthesis of the ESSIM response surveys submitted, and summaries of the five presentations and ensuing discussions.

To obtain more information on the ESSIM Initiative or to provide feedback on this workshop report, please contact:

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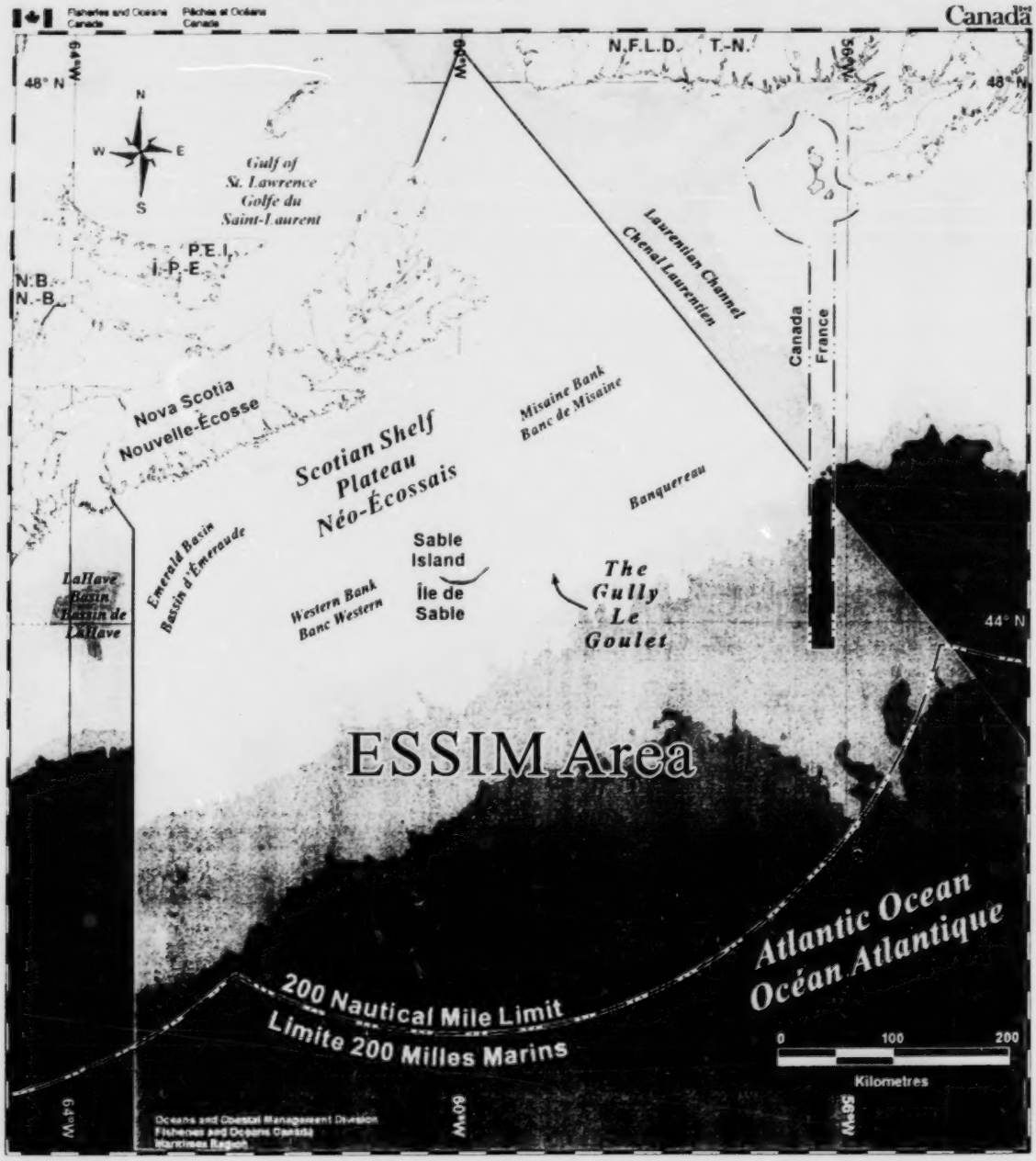
[3] In some cases, small-group tables were re-arranged or combined during the workshop to facilitate discussion. As such, table designations (i.e., table number or letter) in this report may vary from the original workshop table plan.

The Eastern Scotian Shelf Oceans Management Area



2.0 WORKSHOP PRESENTATIONS

2.1 THE ESSIM STORY: BACKGROUND TO THE INITIATIVE

Joe Arbour, Division Manager, Oceans and Coastal Management Division, DFO Maritimes Region

The presentation outlined the context for the ESSIM Initiative in terms of developing international oceans governance processes (legal and institutional) and Canada's oceans-related legal commitments. The national context for the Initiative is provided by the 1997 *Oceans Act* and Canada's developing Oceans Strategy, which affirms DFO's mandate as the lead federal authority for oceans. The ESSIM Initiative was announced in December 1998 on the recommendation of the 1997 *Sable Gully Conservation Strategy* as Canada's first integrated oceans management pilot with an offshore focus. The ESSIM vision and objectives are aimed at a balanced approach to achieving social, economic, environmental, and institutional sustainability.

The ESSIM discussion paper on the *Development of a Collaborative Management and Planning Process* was outlined, with reference to the proposed ESSIM Forum and the design of the integrated oceans management plan. The boundaries of the Eastern Scotian Shelf Oceans Management Area were described as comprising a mix of existing administrative and ecological units, combined with an offshore community of interest and the concept of Large Ocean Management Areas (LOMAs).[4] To date, there have been considerable research studies to understand and assess the Oceans Management Area, including the mapping of key oceans use activities, such as submarine cables, oil and gas, fisheries and shipping. Other oceans use sectors being tracked include maritime defence operations, recreation and tourism, marine science and technology, marine conservation/protection, and potential ocean mining.

Work is ongoing to further ecosystem understanding through collaborative science and research initiatives, funding ongoing and new research, and compiling an overview of the current state of knowledge and identifying key ecosystem knowledge gaps. The ESSIM discussion paper on *Issues, Challenges and Opportunities* provides an overview/description of the range of issues and challenges for integrated oceans management in the ESSIM area. In terms of ESSIM links with the Sable Gully AOI, it is recognized that the communities of interest and players are basically the same. DFO is continuing to work with partners and stakeholders to share information, identify issues, build capacity, and support network development.

The ESSIM Forum was presented as a collaborative process and networked structure to link all communities of interest for integrated management and planning. In this context, the workshop participants were asked to focus on the purpose, function, elements and linkages of the proposed ESSIM Forum. The future benefits and outcomes of the ESSIM process were outlined, as were the benefits achieved to date. Finally, the presentation identified the key objectives for the

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[4] Large Ocean Management Areas (LOMAs) extend from the coastline to the limits of the exclusive economic zone (EEZ), with boundaries based on a mix of ecological considerations and administrative units. LOMAs will address large-scale ecosystem and economic development issues through the development and implementation of integrated management plans.

workshop as being to promote dialogue, information sharing and understanding in support of oceans management, to discuss the key aspects of the ESSIM Initiative, and to identify next steps to move the process forward.

Questions

Mark Butler stated that he appreciated the process, and the participation of Matthew King, ADM Oceans, from Ottawa to give the process a national profile, but raised some questions regarding the process. Will ESSIM make a difference on the water? Is this worth 5 years of everybody's time and effort? There has been a proliferation of oil and gas licenses since ESSIM came into existence. Will we be seeing marine aggregate licenses issued before the plan is completed? Will planning be for naught? If a "business as usual" approach continues outside the ESSIM process, it will erode the credibility and trust we put into the ESSIM process.

Joe Arbour stated that the *Oceans Act* and projects like ESSIM are already changing the face of how things are happening. The focus that has been brought to the Gully through the *Oceans Act* has led to early measures to protect this important area. The Canada-Nova Scotia Offshore Petroleum Board has taken measures already, as has DFO. As a new model, the ESSIM process will continue to change as the Initiative moves forward. A willingness to be affected by the ESSIM process and to change our actions is needed in order to achieve the balanced use of the area. Everyone was encouraged to stay engaged in the process to help shape it.

Norval Collins asked for an elaboration of the comment that there were no models on which to move forward. As examples, he noted the local planning expertise available in Halifax (i.e., DalTech), the work of the Canadian Institute of Planners, and the paradigm for planning. Planners can bring a lot to the process – has planning been brought into the ESSIM process?

Joe Arbour replied that the concepts used in terrestrial planning could be used in the oceans. He referenced land-use planning and regional planning models that are widely recognized. DFO has worked with DalTech to bring the planning discipline into the Initiative, but would appreciate thoughts on applications of planning to the oceans environment.

Andy Montgomery questioned if there was a different opportunity or attitude today that meant the ESSIM process might succeed, while other similar integrated coastal and oceans management processes have not progressed in the past. Is there a new will to act?

Joe Arbour replied that integrated coastal management has been around for a while as a concept. The recent development of legislative and policy frameworks at the federal level can help the process. ESSIM has an offshore focus and strong driving factors that will provide a sound foundation to move forward. Coastal zone management has been maturing, particularly with respect to community engagement processes. Earlier efforts, such as Nova Scotia's Coastal Zone 2000, are part of this maturing of the process. There has been a gradual evolution of the coastal zone management process, allowing us to get a better idea of what works on the ground.

Small Group Discussion #1: "Getting to know each other"

The following objectives are proposed for the ESSIM Initiative:

- *to integrate the management of all activities in the Eastern Scotian Shelf Oceans Management Area;*
- *to encourage the conservation, effective management and responsible use of marine resources;*
- *to support the maintenance of natural biological diversity and productivity; and*
- *to foster opportunities for economic diversification and sustainable wealth generation for coastal communities and stakeholders.*

How do these objectives look to you? How can they be improved?

Table #2

The main question at the table focused on clarification of offshore/coastal linkages, which also need to be reflected in the goals. Goals should show a transition from what exists now to where we are going. The second objective should include "ocean space" in addition to conservation of resources. The table also suggested that the phrase "respect for social and culture values" be added to the objectives.

Table #3

The table generally agreed with the objectives as stated, although it felt that an element about information sharing should be added. The table stressed the need for the process to be concrete and effective. What are the next steps and the longer-term processes? The table also identified the need for an effective and relevant decision-making proces to add value to existing frameworks, as opposed to creating more bureaucratic layers. The rocess should not hinder timely and difficult decisions. In addition, the process should be defined from discussion stages to management actions.

Table #4

The objectives were viewed as too broad and far-reaching. Are they achievable? Are there any checks and balances in the process? The table felt that each objective should be preceded by the phrase "provide the context for." Some uncertainty exists regarding how stakeholders fit into the process. Will there be more management and more regulations? The table stated that it is important that a transparent and accountable process be achieved early in the process. It was also agreed that the ESSIM workshop could act as a reality check for different groups to learn about developments and achievements.

Table #6

The table recognized data and information gaps and felt that a dissemination mechanism for gathering and distributing data is important. The table questioned the role of the coastal zone in

ESSIM, and felt that the coastal zone, including around Sable Island, should be included in the ESSIM area. The group emphasized the importance of consultation in the ESSIM process. How is "stakeholder" defined in the fourth objective? It was noted that the role of First Nations might also need to be highlighted in this objective.

Table #7

The table felt that the objectives were generally fine, although there were questions regarding how and in what time-frame they could be achieved. It was suggested that action items and time-lines be set to ensure progress. Given the environmental assessment backgrounds of some table members, linkages were drawn between the ESSIM process and efforts to address cumulative effects. Given that the objectives are so broad, the table noted that there may be unrealistic expectations set by some sectors. Although the table recognized that a lot of negative statements were being made, it also emphasized positive aspects, including the fact that so many people had attended the workshop to discuss the process.

Table #8

The table concluded that the stated objectives were too passive and should be made more active. The objectives should be obtainable and measurable. In particular, it was recommended that the fourth objective be omitted, as the objective to enhance economic opportunities should be viewed in the context of sustainable development which cross-cuts the other three objectives. The table also stated that an objective on conflict resolution should be added. Much of the table's discussion focused on accountability and transparency of the process. Finally, the table members discouraged the use of jargon.

Table #9

The table viewed the objectives as being generally sound, with a good philosophical background. Questions arose regarding how or if the objectives could be put into action. For the second objective, it was suggested that "encouraged" be changed to "promote" to make the wording stronger. The table also recommended that the phrase "establishing and implementing quick time-frames" be put in the objectives to reflect the urgency required. Commitment was a general theme of discussion. To make the process work, the table members felt that the present workshop should lead to commitments in terms of time and resources from governments, oceans use sectors, and partners.

Table #10

The table felt that "fair and transparent" should be used as criteria for planning by all sectors. The group viewed the term "conservation" as a basic principle rather than a use sector. The need to set clear milestones and next steps for the process was emphasized. The table noted the need for a conflict resolution mechanism to enable the process to move forward. The table also stated that scientific and general knowledge gaps need to be identified.

Table #12

The table focused its discussion on how the process could be improved. This was based on the preference not to "re-invent the wheel", with the intent being to develop a practical plan with workable regulations. Enforcement-related workload issues were highlighted as a concern. The table stressed the need for the process to be fair and transparent. It was also suggested that the ESSIM process be linked to other coastal and international plans.

Table #13

The table provided a re-ordering and re-wording (emphasis added below) of the objectives as follows:

- to support the maintenance of natural biological diversity and productivity
- to encourage the conservation, effective management and responsible use of marine resources
- to foster opportunities for economic diversification and sustainable wealth generation for coastal communities and stakeholders
- ***so as to achieve the integrated management of all activities*** in the Eastern Scotian Shelf Oceans Management Area

More generally, the table stated that the objectives should be achieved through the application of the best social and natural sciences. It was also stressed that the allocation of resources to support the ESSIM Initiative (including science needs) should be ensured. The group added another objective statement with the wording, "...all leading to a draft integrated management plan by December 2002."

Table #14

The table felt that the objectives should be clarified with respect to the maintenance of diversity and productivity of the Scotian Shelf. In addition to a better explanation of how diversity and productivity are to be maintained, the group suggested that the current order of the objectives be changed to reflect the importance of this. Since decisions regarding resource use have social consequences, the participants stressed the need to consider social aspects in management decision making that is rooted in science. The group felt that further studies and consultations were not a substitute for management actions, and that it is time to act now according to the adaptive management principle. To work effectively, it was noted that Canada's Oceans Strategy needs adequate monitoring and enforcement of all oceans users.

Table #15

The table felt that it is time to take action on the planning process as opposed to more talk. There were questions regarding who would lead the process and how it would proceed. There was discussion on reduced government science funding in light of the need for more science – both physical resource and social science – to accomplish what the ESSIM Initiative is setting out to achieve. The table also raised questions as to what mechanisms will be put in place to ensure adaptability of the plan with respect to boundaries, time, and changing conditions.

Table #16

The table emphasized that it is important for all sectors to be heard and to work together. Inshore fishermen feel they should have a strong voice, since they have the most to lose. The table noted a general scepticism about the ESSIM process, and identified the need for more definition and common understanding with respect to the term "integrated management". In addition, the objectives must be more specific, with definitions of terms and parameters. The table stressed that the objectives need prioritization and the "buy-in" of all parties. Finally, the group cautioned that attendance at the workshop is not necessarily a sign of "buy-in" to the process.

Table #17

The table debated the use of certain terms in the objectives and sought more definition on terminology. What is considered a resource? What are activities and uses? It was suggested that the importance of awareness and information sharing should somehow be reflected in the objectives. The table noted that exposure to the concerns, ideas and views of others is considered core to the ESSIM process. However, concerns were raised regarding the transparency of DFO in the ESSIM process. It was stressed that the neutrality of DFO is critical and no hidden agendas or alliances should be perceived from the process.

Table #18

The table identified concerns with the eastern and western boundaries of the ESSIM area, and noted its agreement that the boundaries should be re-assessed. There was some discussion regarding the process for determining priority of oceans use. The table also discussed mechanisms of achieving compliance, and identified the need to deal with conflicts and to keep the process going. While the group recommended that we stick with the process and the ESSIM Forum, it stated the need to see progress in terms of indicators and milestones as measures of success. It was suggested that an information clearing-house be developed for access to information and for inputting information. There was discussion about the use of the term "plans" and clarification was sought on the type of plan intended (e.g., strategic plan, site-based plan) for the ESSIM Initiative. The table concluded that a public commitment in the form of a letter or charter, signed by federal agencies, is needed to ensure that the process continues in a timely manner. Overall, the objectives were considered to be good, although there were questions/concerns regarding the use of and expectations for "institutional sustainability".

Facilitator's Summary* of Small Group Discussion #1

- Objectives are generally OK, but would benefit from stronger wording
- Need to demonstrate intent to act
  - time-lines; timely decisions
- Need ability to measure and achieve them
- Need to include:
  - definitions
  - social values
  - objective for conflict resolution
  - information sharing/awareness building
  - coastal zone links
  - role of science

* Slide prepared during workshop after reporting of small-group discussion.

2.2 THE ESSIM FORUM: DESIGNING A COLLABORATIVE MANAGEMENT AND PLANNING PROCESS

Faith Scattolon, Regional Director, Oceans and Environment Branch, DFO Maritimes Region

As the first of two presentations on the proposed ESSIM Forum, this talk was focused primarily on the overall purpose, elements and functions of the collaborative management and planning process. It was noted that the second ESSIM Forum presentation entitled *The Oceans Management and Planning Group* (see Section 2.4), on the following day's agenda would provide more detailed consideration of the future multi-stakeholder group proposed for the ESSIM Initiative.

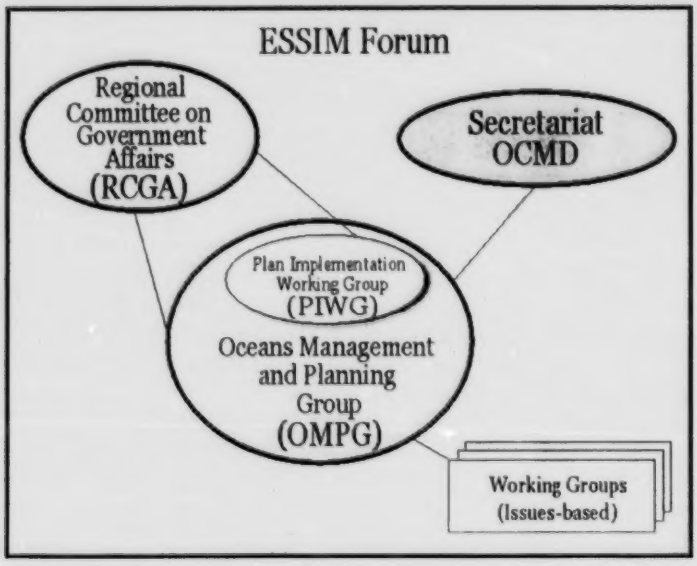
The presentation began with a discussion of the collaborative approach to integrated oceans management under Canada's *Oceans Act*. Key aspects relating to the definition of the collaborative approach were identified as the use of open and transparent planning processes, management decisions based on shared information, and the need to respect, use and ensure accountability of legal jurisdictions and mandates of relevant regulatory authorities. It was stressed that integrated oceans management is based on the use of existing management processes and structures to meet common objectives, where those with mandates, responsibilities and capabilities to implement management measures are expected to do so as part of their commitment to the process and the plan. It was also pointed out that this approach applies to both government/regulatory authorities and the broader oceans community. The presentation referenced the provision in the *Oceans Act* enabling the establishment of integrated management bodies, and provided a number of considerations relating to the key characteristics of these management bodies, including composition and functions.

The remainder of the presentation focused on the proposed ESSIM Forum structure and process. In terms of overall purpose, the Forum was described as providing a networked structure and process for engaging and linking DFO, other policy and decision-making authorities, and affected communities of interest and use sectors to develop and implement an integrated oceans management plan. The expected roles and functions were presented for each of the key Forum elements, namely the Regional Committee on Government Affairs (RCGA), the Plan Implementation Working Group (PIWG), the Oceans Management and Planning Group (OMPG), and the Forum Secretariat (see diagram below). Although it was recognized that the specific components and roles would be refined over time, it was emphasized that the core functions of engaging policy and decision-making bodies and all oceans interests in a multi-stakeholder planning process, as well as providing dedicated administrative and operational support (i.e., the Forum Secretariat role), would remain constant.

At the government level, it was stressed that the participation of policy and regulatory authorities will be required to approve and implement the plan. Government engagement will need to occur at two functional levels to facilitate executive-level decision making and to provide operational-level support and coordination. Some considerations were provided for the proposed multi-stakeholder Oceans Management and Planning Group, including potential roles for information sharing, communications/networking, and planning. Finally, the expected functions of the ESSIM Forum Secretariat (provided by DFO's Oceans and Coastal Management Division) were described in terms of communications, administration and support to the planning process.

The presentation concluded by laying out some key next steps for moving the process forward at the governmental and broader community level. These focused on activities aimed at building capacity at all levels to facilitate the institutional development of the Forum elements and structure.

The Proposed ESSIM Forum (OCMD 2001)


ESSIM Forum
Regional Committee on Government Affairs (RCGA)
Secretariat OCMD
Plan Implementation Working Group (PIWG)
Oceans Management and Planning Group (OMPG)
Working Groups (Issues-based)

Questions

Mark Butler suggested that DFO look at what models other countries (e.g., Australia, Norway and the Caribbean) are using with respect to integrated oceans management. Summary documents of these projects would be useful to see how other countries have approached the issue.

Faith Scattolon responded that the Oceans and Coastal Management Division had recently prepared an overview document of integrated oceans management processes underway internationally. After translation, this document would be available for review on the DFO web site.

Small Group Discussion #2: "The ESSIM Forum"

The focus of this session is on purpose, intent and function of the proposed Forum. Details on structure, administration, participation and operation will be discussed on Day 2.

- *The purpose of the ESSIM Forum is to provide a collaborative process and structure for integrated oceans management. How does it look to you?*
- *Do you think that the Forum can provide the necessary linkages between government and oceans interests/stakeholders for collaborative planning? How could it be improved in terms of its design, purpose and elements?*

Table #2

The table observed that the working groups set up for the Forum would likely do the bulk of the work. It was noted that clarification is needed on the relationship between working groups and decision-making authorities. Who has the authority? Is it government or the OMPG? The table suggested that having the planning process established and a management plan prepared may help to clarify the structure. It was noted that there are lots of existing structures and the Forum could provide recommendations that influence these. The table looked at the process in two phases: building and implementing. There were questions regarding the drivers for the process. Is the focus on issues, or on broader, proactive planning? It was suggested that both drivers were needed.

Table #3

The table found the structure somewhat confusing. Although the elements seemed fine, it was not clear how they related to each other. There were also questions about representation and manageability, with the observation that "true/full" representation is important. Will true representation be achieved? Should the structure be changed to make it more manageable? The table noted that any mechanism that is built would need to deal with a lack of trust with DFO. If the structure is hierarchical, how will issues be filtered from the working group level to the executive level? Will there be a conflict resolution mechanism and where would it fit in the structure?

Table #4

The table stated that better clarity for the Forum structure was needed. It was felt that the model does not reflect stewardship by the private sector in terms of its own decision making. The table suggested that the structure could be a clearing-house tool to make information available. On the topic of participation, the group suggested that Forum representatives have their role recognized as a formal part of their jobs. What criteria will be used to determine participation? It was also suggested that private sector funding should go into the ESSIM Forum as a sign of commitment to the process. Since DFO policy and resources are behind the ESSIM Initiative, the table urged that this be used to best advantage. Finally, the group suggested that a real-life example of how an issue might be addressed through the ESSIM process would be helpful to see how the structure could work.

Table #6

The table raised the question as to who is in charge of the process. Is the role of the OMPG to advise or to manage? Given this uncertainty, it was suggested that it be renamed as the "Oceans Advisory and Planning Group". The table also raised some questions regarding stakeholder involvement. The point was made that DFO needs to confirm that stakeholder involvement is core to the ESSIM process. The table also noted that First Nations might have concerns with being termed a stakeholder. Further, the role and involvement of First Nations needs clarification given that First Nations are part of a tri-partite government process. The table also raised some questions regarding the role of DFO in the proposed RCGA. Where does the "buck stop?" Is DFO the lead regulator? Is DFO independent? Finally, it was recommended that the Forum demonstrate the accountability of the RCGA to the multi-stakeholder OMPG.

Table #7

The table identified the need for a more bottom-up approach in the ESSIM process and concluded that increased responsibility should be given to stakeholders in the structure in order to encourage and support this approach. In other words, DFO should help the stakeholders rather than having it be the stakeholders who help DFO. The group also recommended that intervenor funding be considered for research on issues arising from the working groups. The participants felt that the role of the Oceans and Coastal Management Division should include funding research priorities. It was also noted that since commitment is unlikely to be legislated under the *Oceans Act*, written commitments to the process from departments and agencies are needed (e.g., MOUs). The table also asked for better definitions of roles, functions, and influence of the proposed working groups.

Table #8

The table analyzed the proposed Forum components and identified some in-built conflicts. Does the RCGA oversee the OMPG or vice versa? The group suggested that the OMPG should be combined with the government-level PIWG to become a multi-sector "ESSIM Council". Under this proposal, the "Council" would oversee the ESSIM process, report to the federal and provincial ministers (analogous to the Fisheries Resource Conservation Council) and be

supported by the Secretariat. While the process to establish the "Council" would need to be fleshed out, the table suggested that the function of the "Council" would be to identify the vision, objectives, issues and priorities. It would oversee the implementation of oceans management plans, including the important function of promoting voluntary implementation. The "Council" would also provide a conflict resolution mechanism. The RCGA would advise the ministers and would coordinate and harmonize polices and programs and implement recommendations of the "Council". The RCGA would also assess progress on oceans management plans. Working groups would report to the "Council" and work on issues as required. The group stated that the Secretariat role and structure was acceptable as proposed. Under their "ESSIM Council" scenario, the Secretariat would compile and develop the management plans, provide documentation and logistics support, and facilitate the work of the "Council". The table noted the need to look at existing bodies and agencies to fulfil these roles, as well as the preference to use existing agencies where possible. Further, dedicated resources will be needed to do the work, otherwise the process is resting on volunteers.

Table #9

The table emphasized the need to understand the regulatory environment in order to assess the Forum structure. It was suggested that a more bottom-up approach needs to be taken for management recommendations and decision making. The table also noted that the size of the boxes in the Forum diagram does not reflect the impact or importance of the various components. Several questions were raised regarding the Forum structure. Is there potential for duplication among the groups? To what extent will decision-makers take the advice of the OMPG? The table recognized that the ESSIM process is part of a long-term process toward an oceans strategy for Canada's three oceans. However, this led to some important questions relating to process. What will happen to the short-term problems of today? How do we reconcile having a long-term process when there are short-term problems? We need to look at the short-term implications of long-term decisions. Is there a need for a parallel process to avoid missing opportunities while they are here now?

Table #10

The table came to the overall conclusion that the Forum structure needs greater clarity. Since the OMPG is a key component, the table felt that it should have more decision-making authority. It was noted that everyone has a role and responsibility for implementation. The table suggested that representatives from the OMPG should sit with the RCGA. It was also suggested that the minutes of the OMPG should be made public, perhaps on a web site. Finally, the table identified the challenges for achieving full inclusion in the process, especially from the NGO community, which is concerned about the costs and benefits of participating.

Table #12

The table advised that a test case would be useful to help understand the linkages of the proposed Forum. It was felt that the structure and intent need to be clarified, as the stakeholders on the OMPG appear to be advisors, not managers. It was cautioned that since the OMPG membership is open, it could become too large to be functional. The table suggested that the function of the

OMPG should be the coordination of oceans activities, issue identification, and to provide opportunities to build consensus. It was noted that the people and agencies involved at any given point in time would depend on the issues being considered.

Table #13

The table focused on function and structure of the proposed Forum. The group introduced the notion of establishing an ESSIM "management authority" to plan and implement area-based management on the Scotian Shelf. This "management authority" would have the unique function of spatial planning, with final decision-making authority under the *Oceans Act* with respect to area-based management. Under this scenario, the "management authority" would make all decisions and would be supported by a commitment from all partners to respect and implement decisions according to their respective powers. Essentially, it was felt that the OMPG should be cast as such a management authority, which combines the multi-stakeholder group with government participants (i.e., from the PIWG/RCGA).

Table #14

The table concluded that there is no clear leadership role stated in the Forum model. It felt that leadership should be driven from the bottom-up to influence the decision-making process and the policy makers. In essence, the people making the decisions should be the people living with the decisions. The table pointed out that the challenge in the model is to ensure inclusion and to have decision making from the bottom-up.

Table #15

The table was sceptical about the term "collaborative". It recommended that a science advisory board (for physical and social sciences) be added to the model to provide direction to the OMPG. The table also suggested that a socio-economic analysis with a long time-horizon should be considered. On the topic of participation, the table noted the need to add coastal community involvement to the design. Following its earlier statement regarding the term "collaborative", the table cautioned that there may be too much conflict to be truly collaborative. As such, it felt that conflict resolution should be considered in the process. As a final statement, the table stressed that the composition of the OMPG must be all-inclusive and dynamic to reflect changing conditions.

Table #16

As an opening comment, the table felt that the proposed Forum could provide the necessary linkages for collaborative planning. The participants recognized that there is some bad faith from the past, but expressed hope that the process could work. Some doubt was raised regarding the ecological boundaries in the ESSIM area. The recent determination of linked ecosystems around Cape Breton Island caused some to suggest that the northern and eastern areas around the Island should be removed from the ESSIM area to avoid slowing the implementation process. The table stated that the Forum should also include an interdisciplinary science advisory group, comprised of government, NGOs, and universities, etc. To create "buy-in" and credibility, it was

suggested that all participants in the process "share the work and the money to identify capabilities, leading to shared recognition."

Table # 17

The table discussed whether participation in the process was voluntary or mandatory. It was cautioned that if it is voluntary, some sectors might choose not to participate. As an example, the lack of presence from the shipping sector at the workshop was highlighted. How do we get all stakeholders to participate? The table highlighted the need for greater clarity regarding the levels at which advice and recommendations are inputted and decisions occur. Where does the ultimate power reside? The incentive to participate was considered important. It was stressed that all voices must be heard and all views taken seriously. The RCGA should be informed of the range of opinion on issues. Once decisions are made by the RCGA, the rationale for decisions should be communicated to all that provided advice.

Table #18

The table questioned the guiding principles and determined that more public transparency and accountability should be visible in the model. The participants had difficulty with the proposed model in terms of roles and approaches, and concluded that it was the "same old, same old" way of doing business. The group redesigned the model diagram and reprioritized according to public accountability and transparency. Under the table's revised model, the RCGA became a government advisory body to the planning committee. The planning committee, which would implement the plan, would be responsible to the public and to the Minister of Fisheries and Oceans under the *Oceans Act*. The planning committee would be the decision-making body and would be comprised of representatives from the working groups and government. The Secretariat would have the same role as proposed in the ESSIM discussion paper. It would support the planning committee and the working groups and act as a clearing-house for information. The table noted that more discussion is needed in terms of what drives the working groups – issues or interests? It was felt that this new model would be more collaborative by design and more accountable to the public.

Facilitator's Summary* of Small Group Discussion #2

- More clarity is needed
  - who has the leadership role? who has power? who advises? who decides?
  - terminology: management or advisory?
  - how do the various elements relate to each other?
- Maximize stakeholder responsibility/authority and role in decision making
- Should have a Science Advisory Group
  - interdisciplinary
  - both physical and social science
- Multi-stakeholder group must be inclusive
  - what will be the criteria for membership?
  - what happens when a sector does not participate?
- Need a mechanism or process for conflict resolution
- OMCD Secretariat role is OK
- All voices must be heard and views respected
- Recognize and enable stewardship
- An example would be helpful to test the process
- Maximize transparency and accountability
- Cannot be a repeat of past processes

* Slide prepared during workshop after reporting of small-group discussion.

2.3 SCIENCE IN SUPPORT OF ESSIM

Bob O'Boyle, Regional Advisory Process Coordinator, Science Branch, DFO Maritimes Region

The presentation outlined a number of important ESSIM-related science initiatives, including the Gully Science Review document and subsequent RAP Review (1998), the Gully Ecosystem Project (1999–2001), the ESSIM ecosystem workshop (June 2000), and the national DFO workshop on ecosystem objectives (Sidney, B.C., Feb 2001). The Centre for Marine Biodiversity has recently been formed with university and DFO support to further research on biodiversity. An international Census of Marine Life initiative has been developed, with Canada taking a lead role. Examples of research on community biodiversity include the East Coast of North America Strategic Assessment Project (ECNASAP), which characterized finfish communities on the eastern Scotian Shelf, and the work on Scotian Shelf benthic mapping to characterize benthic communities.

Research on species and population biodiversity includes annual species-at-risk evaluations through COSEWIC, deep-sea corals and leatherback turtle research, and work on genetic

diversity. Marine productivity has been the focus of considerable research over the long-term for harvested species, and more recently for non-commercial species. Plankton productivity research has been conducted through the Scotian Shelf Ickthyoplankton Program (1978–82) and the Continuous Plankton Recorder Program. The Atlantic Zonal Monitoring Program uses large nutrient and plankton databases and a satellite imagery database to assess seasonal changes in primary productivity. Research on trophic balance is conducted through assemblage analyses of temporal and spatial changes in productivity and the Comparative Dynamics of Exploited Ecosystems on the Northwest Atlantic (CDEENA) program, which is examining the relative effects of fishing, species interactions and the environment, ecosystem modeling, and the identification of ecosystem metrics. Population productivity assessments of commercially targeted species are conducted in support of fisheries management. Research on non-commercial species is also ongoing.

A great deal of habitat research has been conducted in support of the federal *Fisheries Act*, with recent work focusing on impacts of human activity in the marine environment in support of *Oceans Act* issues. Research on bottom habitat includes the benthic biomass mapping database for the Gully, which links sediments, currents and communities. There have been trawl impact studies conducted on Western Bank and Banquereau to assess impacts of bottom activity. As part of this work, the need for long-term time series of habitat and communities was stressed. Water column research includes the Atlantic Zone Monitoring Program for hydrographic variability and the seasonal mean circulation model for the eastern Scotian Shelf, which needs current meter observations to validate the model.

Contaminant sources affecting the ESSIM area were identified as the Gulf of St. Lawrence, offshore development, precipitation, river inputs, and industrial inputs. Declines have been observed in controlled contaminants, such as DDT and PCBs. However, there is a need for offshore monitoring and research on contaminant effects from oil and gas activities. Research has been ongoing to develop an assessment framework to combine and manage various indicator data in support of ecosystem approaches to management. The traffic light method was discussed as an example of a framework to incorporate multiple indicators for decision-making processes. In summary, the presentation showed that there is much science in progress to support current information requirements and new initiatives. However, it was stressed that although science has provided much ecosystem knowledge, more scientific research is needed to meet existing and future demands.

2.4 THE ESSIM FORUM: THE OCEANS MANAGEMENT AND PLANNING GROUP

Glen Herbert, ESSIM Forum Secretariat, Oceans and Coastal Management Division, DFO Maritimes Region

The presentation focused on the need to have a multi-stakeholder body as a central part of the collaborative management and planning process and outlined the key functions that such a group would provide. This was placed in the context of the overall vision of the ESSIM Initiative to achieve environmental, economic and social/community sustainability in the eastern Scotian Shelf area. In order to measure progress towards achieving sustainability, objectives and

measurable indicators need to be identified and set. Examples of indicators for measuring social/community sustainability were described as access to knowledge, inclusiveness of process, and degree of influence on decision making. The presentation noted the existence of many indicators for environmental sustainability, referencing the earlier presentation on science support to the ESSIM Initiative. In terms of economic sustainability, the presentation highlighted measures of profitability, income, employment, and diversification of marine-based economies. It was stressed that to achieve sustainability, institutional capacity must be built into the equation, with indicators such as measures of integration, participation and public accountability in process, and capacity for adapting to change.

The presentation focused on efforts to build institutional capacity for the ESSIM Initiative. To date, a broad range of oceans interests have been engaged through informal dialogue to raise awareness, share information, and identify capacity-building needs for integrated oceans management. A recurring theme from these discussions has been the need to see government-level commitment to the process – within DFO itself, within federal and provincial governments, and at both regional and national levels. The development of a government framework for the ESSIM Initiative is moving forward within DFO at regional and national levels, with federal and provincial partners at an operational level (i.e., Federal-Provincial ESSIM Working Group), and through the future formation of an executive-level intergovernmental body. It was emphasized that all communities of interest need to link into the planning process.

Challenges to linking and working effectively with such a broad and diverse range of interests were outlined. The ESSIM Forum will use two main approaches for involving the various communities of interest: (i) by building on and linking existing networks or supporting the development of new networks among communities of interest (both informal and formal), and (ii) by designing and establishing a multi-stakeholder advisory body (i.e., the proposed OMPG) to work directly with DFO and other government partners through the ESSIM Forum. The functions, deliverables, and key operating principles of a multi-stakeholder advisory body were outlined. During plan development stages, the multi-stakeholder body and Secretariat would facilitate opportunities for broader information sharing, review and input through community information workshops and topic-based working groups, the use of documentation/reports, and interactive web-based communications. The presentation also referenced the use of appropriate consultation and input processes for various stages of plan approval and implementation, including strategic-level planning (5+ years), action/implementation plans (1–2 years), and regular monitoring and review.

The presentation concluded by highlighting DFO's commitment to moving the ESSIM process forward. In particular, DFO will focus attention on the structure, function and operation of the future ESSIM multi-stakeholder planning body, including: the possibility of initially forming a multi-stakeholder "coordinating" working group to provide direction/input; supporting a communications and information sharing strategy for the Forum, including consideration of a "communications" working group; and supporting the development of networks and collaborative working relationships among groups (e.g., research/science or community capacity-building projects; topic-based working groups).

Questions

Cheryl Berubé questioned the meaning of "representative vs. front-line decision making" in terms of the ESSIM multi-stakeholder group.

Glen Herbert replied that the multi-stakeholder "coordinating" working group could be a smaller group within the larger ESSIM Forum, comprised of people with the time to help draft the plan and review documents. They would not make decisions on behalf of groups that they represent, but would comprise a group that works on a regular basis for front-line reaction to proposals and to bring a variety of perspectives into play. This was likened to the multi-sectoral ESSIM Forum Workshop Planning Team that provided advice without formally representing the sectors sitting at the table.

Andre d'Entremont asked for clarification on the Centre for Marine Biodiversity. Is it an actual centre or mechanism?

Glen Herbert stated that the Centre was comprised of researchers who have come together as a networked or virtual centre with the support of BIO and universities.

Mark Butler questioned the use of the term "advisory" when the *Oceans Act* states that management bodies can be formed. Why not mention management body?

Glen Herbert stated that the capacity among communities of interest and sectors has not developed to the stage where a representative body could be established to make decisions on oceans use and planning. Work needs to continue on developing the network. The scope exists under the *Oceans Act* to evolve into management bodies, but this has to be implemented in progressive and practical stages.

Mark Butler asked how long it would take before the ESSIM process would be ready for a multi-stakeholder management body.

Bob Rutherford responded that the time depended on how fast it developed and matured to take on those responsibilities. Putting the effort in could make it happen quickly, but it is something that will have to evolve.

Glen Herbert added that the proposed coordinating group could look at how quickly or slowly this could happen. DFO cannot suggest a time without bringing the groups together. However, it is possible to start developing the group, as well as to draw on experiences around the world. In terms of time-frame, DFO is committed to getting the process going. DFO can draft a plan, but needs a broader group to review it and provide input.

Mark Butler noted that setting up a management body was not going to be easy and some groups would be cautious going into it. However, he cautioned that without setting up a multi-stakeholder management body, the number of participants will dwindle. Providing advice is easy – we can all provide advice in other fora, but yet another advisory body may not provide

value. He encouraged DFO to think about time-lines and the development of a management body.

Bruce Smith suggested that the small roundtable discussions might pursue the issue of transition from advisory to management body and how long it might take. He encouraged people to think about the identified need for a conflict resolution mechanism and the challenges of working together productively on uncommon ground.

Bob O'Boyle stressed the need to "think outside the box", which could involve starting from scratch to develop a structure based on an agreed set of objectives. He cautioned that new structures should not be added unless they provide value-added to the process. If objectives cannot be met from existing structures, then something new will be required. There is a need to ensure consistency between structures to avoid overlap. He suggested that requirements for input be defined, as well as how it will be used. He suggested three questions to help with process development: (1) Do the objectives of existing bodies meet the ESSIM Forum objectives? If not, why not? (2) Can existing organizations meet those objectives? If they cannot, what can be met? (3) What are the best structures to meet those objectives? There is a danger in that other organizations may have similar objectives, and "clashes" should be avoided.

Martin Willison asked if, in thinking about the development of the ESSIM process, DFO had considered expansion throughout the region, and the implication of expansion on the basic Forum structure. It was noted that if ESSIM works well, it will need to be applied to the western Scotian Shelf, the Bay of Fundy and elsewhere. However, it is not possible to expand one body so that it remains representative of the whole Atlantic region. There are natural stopping points and the division of the Scotian Shelf is artificial. Given that DFO wants a structure that is intrinsically robust, how is this conceived as a body that expands? This is critical if the body is intended to grow. It is not clear how the thinking is going with respect to development of the structure over spatial and temporal scales.

Glen Herbert replied that the ESSIM Initiative started as an offshore pilot, and noted discussions on the inshore component and the appropriateness of the boundaries. The boundaries are somewhat artificial in an ecosystem sense. However, the Initiative is becoming more of a regional process. It is recognized that government agencies have mandates and sectors have activities that are within and beyond the ESSIM area. As such, the ESSIM Initiative is progressing towards a sub-regional approach consistent with national policy direction. The spatial boundaries and the process are evolving and the Initiative will keep working to expand this.

Doug Gregory queried the intent of the coordinating working group. Was it to look at the OMPG only or the entire ESSIM Forum structure?

Glen Herbert stated that the primary focus would be on how to bring all communities of interest together to operate in the planning process, but that the scope would also include linkages to government and thereby include the broader Forum as well.

Doug Gregory asked about the timing to form this group.

Glen Herbert noted that it could form as quickly as possible and that it would be good to finish the workshop with some names of volunteers.

Dannie Hansen asked if this process could look more industry-driven than government-driven. He stressed the importance of co-partnership between government and industry, each contributing as equals. Industry needs to be brought in now. If not, it could turn into just another report on the shelf.

Glen Herbert stated that DFO is committed to work with everybody, including industry and community groups. The proposed coordinating group could start the process.

Bob Rutherford added that a partnership with industry working cooperatively on the ESSIM Initiative would be welcomed.

Small Group Discussion #3: "The Oceans Management and Planning Group"

- *How might the proposed Oceans Management and Planning Group relate to other structures and processes in place for your sector? What changes might be required in the management of your sector to accommodate the Oceans Management and Planning Group?*
- *What is required to ensure effective participation and representation in the Oceans Management and Planning Group and its accountability?*

Table A

The table noted that the oil and gas industry has a well-developed, mature committee structure through the auspices of the Canadian Association of Petroleum Producers (CAPP) and is ready to participate in the ESSIM process. It was stressed that in order to achieve commitment to the process, the industry must know that its contributions and interests are being heard. The importance of transparency in the process was highlighted, along with some concern that the proposed ESSIM Forum structure does not appear to be fully transparent. For example, will the senior-level government body (RCGA) act as a filter in the decision-making process? The "value-added" of the ESSIM process needs to be shown clearly to achieve effective participation. One of the more pressing needs is to provide greater regulatory transparency and understanding, and to eliminate barriers between various management processes.

Table B

The table was comprised primarily of participants from the marine consulting community and expressed some difficulty in defining itself as a sector *per se*. The table suggested that existing management and planning structures (e.g., CEAA, CNSOPB, FRCC etc.) should be considered with a view to gap analysis and consolidation. It was also pointed out that it is often the same small group of people attending numerous meetings and that they are getting tired. The strength of the marine consultant industry and service sector was stressed, including its function as "people hired to get the job done". Marine consultants have a strong knowledge base in relation to the marine environment, a number of key oceans sectors, and regional marine issues. In order

to ensure effective participation in the ESSIM process, the table stressed the need to "just do it" by setting goals and taking action. It was noted that it will be difficult to have a single representative for various sectors, and the question of compensation in terms of time and resources/money was raised.

Table C

The table noted the lack of planning structures and mechanisms for the submarine telecommunications industry to work through in the region. Although the group agreed that CEAA is not a planning act, it is all that is currently available to link the telecommunications cable industry to other interest groups. The participants highlighted the fact that submarine telecom cables are managed separately under the 1982 UN Law of the Sea Convention.[5] It was also suggested that cable planning measures taken through ESSIM would likely set a precedent for other areas. The table expressed uncertainty and a need for clarity in terms of the role of the proposed senior RCGA in regulatory processes. It was also stressed that the integrated management process needs to simplify things as opposed to adding extra delays and costs.

Table D

The table noted that some existing internal provincial government structures for integrated resource management could be used as models for offshore efforts. It was stressed that the ESSIM process needs to be inclusive of all provincial departments and bodies. Related to this was the recognition that government involvement requires a willingness to be influenced by the broader planning process and a strong commitment to the process in terms of resources, mandate and time. It was noted that the provincial government would need to undertake an issue identification process in relation to the ESSIM process. In terms of participation and involvement in the ESSIM process, the table recommended that it involve primarily working-level people supported by senior level commitment. The merits and practicality of "starting small" was highlighted, and the workshop was cautioned against starting with a "grandiose" process or plan.

Table E

The table recommended that any multi-stakeholder body set up for ESSIM should have direct links to decision making and should not be purely advisory in nature. Although it was recognized that many of the existing structures are beginning to work, most will require revitalization and refocusing to address integrated management. The table also noted that, in some cases, new and innovative structures would be required. The table discussed the use of language as presented through the ESSIM Initiative and raised two related points. First, conservation should not be considered as a sector *per se*, but rather as a fundamental principle that should be defined and incorporated broadly across all oceans sectors and uses. Second, the group pointed out that there are many different NGOs with a broad range of interests, not limited

[5] For clarification purposes, domestic and international submarine cables landing in Canada are subject to approvals under the *Navigable Waters Protection Act* and the *Canadian Environmental Assessment Act*, while international cables are also licensed under the International Submarine Cable Regulations of the *Telecommunications Act*. Provincial legislation may also require permits for rights-of-way to littoral and sublittoral Crown lands.

to conservation. As with other sectors, the NGOs will need to organize their voice while maintaining their individual interests for the ESSIM process. The experience of fishing associations in the Bay of Fundy was suggested as a possible model for addressing the challenges involved in representation and involvement in the future multi-stakeholder group. It was also stated that coastal communities should be linked directly into the planning process. The Forum Secretariat can help in terms of capacity-building and sector organization to ensure that all interests and voices are heard. This is not limited to funding, but could include in-kind support, such as facilitation services.

Table F/G

The table noted its difficulty in coming to terms with its identity as a sector given the diversity of participants present. After some deliberation, the participants agreed that they all shared a common link in terms of "community". It was noted that the term "community" requires definition, with one suggestion being that "community means those who have to live with the mistakes that others make". Of particular importance to the table was the need for explicit acknowledgement of the status of First Nations in the process, as well as the need to help develop their capacity. It was also suggested that involvement of academia should occur through formal arrangements, such as MOUs. With respect to municipal-level involvement, it was stressed that the provincial government, as the lead for coastal zone management, should ensure that local authorities are included in the planning process. The role of NGOs was compared to that of a "parliamentary opposition", with the important caveat that the right to disagree should be preserved as it is not "anti the process" but part of the process. A fundamental theme for the table was that voluntary efforts need to be "compensated" with respect. Although in many cases, participation by different groups may require funding support, the real bottom-line is that all people involved on a voluntary basis should be respected with a commitment to transparency and equality in the process. Along with the fundamental right to disagree, it was stressed that "collaboration does not equal co-option". The table also pointed out the need for adaptive management approaches and the use of experimentation in the ESSIM process. Good communications and access to information was seen as being critical, as well as the setting and meeting of achievable milestones.

Table H

The table identified itself as comprising individuals from the non-governmental research and training community, including universities, colleges and research institutions. It was noted that no structures currently exist to enable this grouping to engage in the ESSIM process. As such, it may be more effective and practical if individuals come forward to bring their perspectives and skills to the table. The research/training community sees its primary role as being a resource for the ESSIM Forum. It can provide an integrative function in terms of social, ecological and physical research and skill sets. Its functions could be "demand-driven" in nature, including research and analysis, extension services and training, project management, and facilitation services. It can also provide "non-demand" driven research for various issues identified for consideration through the ESSIM process. The table noted that its sector could bring objectivity to the process, as well as a broad and diverse range of skills and knowledge bases. Finally, the

table recommended that the Forum Secretariat provide a database management function for the ESSIM process to ensure that current information is used for planning.

Table I

The table focused its attention on the involvement of the fishing sector in the broader ESSIM process. It noted that a number of species-related advisory groups already exist and that the DFO advisory process and structures should be maintained. The fisheries management process also allows for the establishment of *ad hoc* groups that address broader issues, such as multiple oceans use. The table felt that the ESSIM process should provide a proactive planning structure that could incorporate the activities of these issue-specific groups and eventually remove the need for maintaining them. In terms of changes required in the fishing sector to work within the ESSIM process, the table stressed the need to maintain the existing sector management process. It was also noted that the fishing industry is large and diverse, making it very difficult to find "one voice" to represent all fishing interests. On the topic of representation, the table stressed that the first step is to define accountability and the powers associated with it, as this will determine the level and nature of participation and representation in the process. Another advisory body will not provide the needed level of accountability and will just become another set of meetings to attend. It was agreed that increased decision-making authority was important to make the ESSIM process effective.

Table J

The table noted that the fishing industry is being faced with a range of activities that either are or have the potential to affect its activities. Two prime examples from the perspective of those at the table are oil and gas development and the installation of submarine cables. Concern was raised that the industry often learns about a new or expanded activity after the fact. Although it was agreed that there are lots of management structures in place, there is nothing presently capable of addressing multiple oceans use. The relatively new Scotia-Fundy Fishing Sector Roundtable was discussed as a possible coordinating mechanism for the industry, but the group felt that it is too early in the game to know whether it can perform the needed role. It is important that the traditional access of the fishing industry as a sustainable and renewable resource user be recognized. The table pointed to the Norwegian experience as a model of how fisheries should be treated in relation to other users. While the table noted that there is room for new activities in the area, there should be a means for the fishing sector to say "no" in certain cases or areas. The need to put forward a proactive, unified industry voice when dealing with other sectors may assist in removing internal sector barriers and rivalries. The establishment of an ESSIM "Fisheries Committee" was suggested as a possible mechanism for broad industry discussion, with representatives being sent to the future multi-stakeholder group. It was felt that a committee structure was stronger than a traditional working group structure. The number of fishing sector representatives at the ESSIM table would be dependent on the size of the multi-stakeholder group, with the bottom-line that the industry deserves considerable weight in terms of representation and voice.

Table K

The table focused its discussion on fishing sector involvement in the ESSIM process. It noted that numerous structures and processes exist for the fishing sector, including the industry-to-industry Petroleum-Fisheries Liaison Group (PFLG). The bottom-line for the fishing industry is the presence of a "level playing field". It was felt that a multi-stakeholder group could provide a mechanism for framing debate on issues, such as the identification of gaps and needs for science and knowledge. This body could assist in providing needed information and early awareness of and involvement in various activities in the area. It was also suggested that the ESSIM body could be modelled after the Regional Development Authority (RDA) structure. The table suggested that the future multi-stakeholder group perform a facilitating function that would allow sector groups to bring issues to the table. It was stressed that the ESSIM body should not replace or re-invent the fishing advisory process, but rather build on it. The challenge for achieving effective representation for the fishing sector was noted, as was the absence of answers on how to achieve it.

Table L

The table focused its discussion on the fishing sector in relation to the proposed multi-stakeholder group. There was a general feeling that the existing species advisory process provides a *de facto* form of decision making for integrated approaches to resource management. The need for a mechanism for conflict resolution between various fishing interests was identified, with a preference for the use of consensus approaches to decision making. The table put forward a proposal that each sector develop and present its own version of an integrated management plan for use in the area. From this, the ESSIM multi-stakeholder group could review and assess each sector plan to ensure that it fits with the overall objectives and management requirements for the area.

Table M

The table identified itself as being comprised of DFO staff from a range of sectors (e.g., Oceans, Science, Coast Guard) and regions. It felt that the ESSIM process could provide a common focal point for DFO to work with various oceans interests and thereby limit duplication of effort. In order to "talk as one department", the table identified the need for internal organizational changes, such as more interdisciplinary approaches to management, removal of barriers between different parts of the department, education and awareness, and more explicit recognition by each DFO sector of its mandate for and contributions to oceans management. In support of these changes, the OCMD was suggested as performing a central clearinghouse function for DFO to ensure that information is shared effectively. Several ideas were highlighted to help achieve a more coordinated departmental approach to the ESSIM process, including the use of cross-sectoral appointments, and the inclusion of inter-sectoral work in job descriptions and director accountability accords, across the department. It was also pointed out that reality is easier to see than theory, and that the ESSIM Initiative should illustrate some tangible achievements in the shorter term.

Table N

The table began its discussion by assessing existing management bodies and structures to determine whether current processes could be used to achieve the objectives of the ESSIM Initiative. It suggested that this was not the case and that modifications would be required in the mandate and function of various management groups. It was also suggested that effective participation in the multi-stakeholder group would be best achieved by demonstrating timeliness in the process and by showing participants that their contributions are being taken into account. As the table comprised participants from the federal government, it was suggested that organizational commitment and "buy-in" at all levels were essential for effective government involvement. In terms of contributions to the process, the table stated that government departments can provide important skill and knowledge sets for addressing management issues. Government departments are also interested in monitoring the various issues that would be addressed through integrated management. The table discussed the question as to whether government participants would actually be empowered to represent their respective organizations or whether they would be at the table as individuals. It was suggested that a phased approach to government involvement, recognizing that government will be linked at various levels, would assist in optimizing participation and reducing the numbers involved.

Table O

The table identified itself as comprising individuals from a range of federal departments and agencies other than DFO. It pointed out that a number of multi-sector groups already exist, such as the Regional Environmental Emergencies Team (REET), the CNSOPB's Fisheries and Environmental Advisory Committee (FEAC), and the Atlantic Coastal Zone Information Steering Committee (ACZISC). In some cases, existing groups could be used as working groups or feedback mechanisms for the ESSIM process. It was recognized that the current government management processes contain significant levels of overlap, which in some cases are complimentary in nature. In order to advance government involvement in the ESSIM Initiative, the table highlighted the need for awareness, funding, priority setting, and leadership "buy-in" to ensure that oceans mandates are supported and resourced. In terms of the future multi-stakeholder body, the participants recommended that the process be one of "consensus building for the purpose of conflict resolution."

Facilitator's Summary* of Small Group Discussion #3

- Sectors have different structures and capacities
  - some are ready now, others are not
  - definitions are not always crisp and clean
  - how will First Nations be involved?
  - what about coastal communities?
- Representation of large, complex sectors will be a challenge
- Place more emphasis on multi-stakeholder group having a role in decision making and less on providing advice
- Need a mechanism or process for conflict resolution
- Decisions must be made by consensus
- ESSIM should be proactive and work in a timely manner – move into action quickly
- Work is beyond existing processes, but ESSIM should take advantage of them where possible
- Consider existing models, such as Bay of Fundy and approaches used by others, including provincial processes
- Consider funding for those who may not be able to afford to participate
- Need excellent communication and process transparency
- Need effective and efficient process
  - some sectors are not well resourced or organized
  - heavy reliance on volunteer participation
- Simplify – avoid duplication and overlap
- DFO should continue internal integration

* Slide prepared during workshop after reporting of small-group discussion.

2.5 THE INTEGRATED OCEANS MANAGEMENT PLAN

Scott Coffen-Smout, ESSIM Forum Secretariat, Oceans and Coastal Management Division, DFO Maritimes Region

The presentation began by describing the integrated management plan as a strategic-level plan for the Eastern Scotian Shelf Oceans Management Area to be developed through a collaborative management and planning process (i.e., the ESSIM Forum). The goals, objectives, sustainability indicators and targets for the plan would be set collaboratively through the ESSIM Forum. The Forum Secretariat (OCMD) would lead and facilitate plan development through research, drafting, information sharing and communications. The plan would be approved through the multi-stakeholder OMPG and the senior-level RCGA.

The presentation explained that the plan will be implemented through the ESSIM process by building on existing management and planning structures. Those with capabilities and responsibilities to implement agreed management measures will be expected to do so as part of their commitment to the process. Regulatory authorities with mandates over non-participants in

the process will need to ensure that activities of non-participants are conducted according to the management objectives and measures in the plan. Similarly, industry and oceans use sectors are expected to apply the plan's objectives within sectoral planning.

The presentation provided some considerations on the elements and content of the future integrated management plan (see box below). Initial criteria for determining what would be considered by the OMPG for inclusion in the plan were suggested as being either: (i) an issue that could involve multiple oceans use with social/economic impacts (i.e., inter-sectoral spatial and temporal conflicts); or (ii) activities that could result in ecosystem impacts. The OMPG would screen and evaluate issues against agreed criteria. In the case where an issue does not meet these criteria, resolution would be achieved through sectoral management and planning processes. The presentation queried other criteria to be employed. Cases of disagreement could be resolved via discussion and consensus-building through the ESSIM planning process and existing intersectoral committees. If unresolved, a government-led dispute resolution process could be used, first through the responsible departments and up through to the Ministers or via established review processes, such as CEAA (e.g., environmental assessment, public review process, and mediation). Decision making with respect to conflicts could be provided by the RCGA or by relevant Ministers. The ESSIM Forum could provide an ongoing assessment process for improvements to the plan. Participants were asked to consider the possible roles for the Forum Secretariat in this process.

The presentation discussed key requirements for plan development and stressed that this should occur through input from ongoing activities, such as issue and regulatory analysis, ecosystem science, and oceans use mapping/GIS. In terms of next steps, it was suggested that the multi-stakeholder group could convene and start the planning process through a range of activities, including: discussing vision, objectives and indicators; prioritizing work to be done to move oceans management forward; assessing needs and capabilities; assessing tools and approaches to be applied; setting time-lines for plan development; and forming or recognizing existing topic-based working groups under the ESSIM Forum. The presentation concluded by emphasizing that information sharing, communications and capacity-building are key to the planning process and to plan development.

Key Elements of an Integrated Oceans Management Plan

The development of the Eastern Scotian Shelf Oceans Management Plan involves the following key elements:

- Clear definition of the Oceans Management Area in geographical, physical and political/jurisdictional terms
- Clear statement of purpose, scope and legislative basis for the Oceans Management Plan
- An agreed management vision and set of goals
- An ecological overview of the area, including assessment of ecological health and all threats and impacts to be addressed
- A comprehensive inventory and assessment of oceans use and interests (e.g., social/cultural and economic)
- A comprehensive inventory and gap analysis of existing legal, jurisdictional and management approaches and frameworks
- An assessment of resource potential in the area (both renewable and non-renewable)
- The identification and prioritization of oceans management challenges and issues to be addressed
- A set of ecosystem, social and economic objectives, indicators, reference points, and accompanying management strategies and actions to maintain objectives within acceptable limits
- Ocean use planning measures, such as zoning, to address spatial and temporal management requirements for multiple oceans use
- Establishment of collaborative processes for the development and implementation of the plan, including mechanisms for stakeholder engagement, planning and decision making, and addressing conflicts
- Ongoing monitoring, performance measurement and feedback mechanisms to enable plan revisions and adaptive management

(OCMD 2001)

Questions

Andy Montgomery noted his impression that the ESSIM Initiative is largely a government exercise with new opportunities for input. It seems that if conflict cannot be resolved at the multi-stakeholder level, then the RCGA or the affected Ministers would resolve it. He stated that thinking should shift away from it being a government exercise to a truly multi-stakeholder process. It is time to broaden the process to include "fully enfranchised" multi-stakeholder participation and responsibility for the process.

Scott Coffen-Smout responded that although those were valid points, DFO expected all sectors to sign the plan and be full participants. Because the ESSIM Initiative has been internal to government for a long time, it may come across as government-centric. It will evolve into a broader process to serve the needs of multi-stakeholder communities and provide opportunities for input from communities of interest.

Geoff Hurley noted that several years ago there was movement toward an Oceans Charter. Are there any plans to include the Oceans Charter as a mission statement in the plan that stakeholders would sign onto? Is the Charter still alive and is it being considered in the process?

Scott Coffen-Smout replied that he was unsure of the current status of the Charter, as it was used for the International Year of the Ocean in 1998. Yes, it would be possible to consider the use of the Charter. It was noted that OCMD had previously drafted internal principles for the Initiative that could be put forward for consideration along with the Charter.

Mark Butler stated that his small-group discussion group from the first day of the workshop had proposed bringing the government circle and the multi-stakeholder circle together. He asked whether this proposal would be considered here.

Scott Coffen-Smout responded that these two groups were already together in that the proposed Plan Implementation Working Group (PIWG) is intrinsically linked to the multi-stakeholder OMPG. The PIWG is a government operational-level working group that is part of the broader multi-stakeholder group.

Mark Butler followed up by noting that the RCGA and the OMPG are not very closely linked. Will there be one group for fisheries, environmental NGOs, federal, provincial and municipal governments altogether? Why is there a need for two separate circles?

Scott Coffen-Smout stated that government engagement has to occur at the senior level and at the operational level. The operational level (i.e., division manager) is a critical part of the process as it ensures regional coordination to effect changes that are necessary for implementation. Changes in policy can be brought to the RCGA. It will be necessary for the PIWG to participate in the discussions of the multi-stakeholder group. It is not a case of having two different tracks of discussions.

Mark Butler stated that he did not fully understand the role of the government groups and questioned the need for government groups to meet by themselves.

Scott Coffen-Smout noted that there would be a need for government groups to discuss things internally and separately from the larger multi-stakeholder group.

Mark Butler expressed caution at this approach because one could get the sense of multi-stakeholder advisory group discussions occurring outside of government agency discussions and decisions, thereby undermining the process. He inquired as to whether DFO would be requesting interest later during the workshop as to who wants to be on these groups.

Scott Coffen-Smout noted that that would be happening in discussions later in the day and that there had already been one volunteer who had come forward.

Bruce Smith offered observations on the relationship of the continuum of involvement from information and consultation to shared decision making and shared authority in a rural Nova Scotia case. How far does the spectrum go? In the Nova Scotia Rural Team (part of the Rural Secretariat), six community representatives sit at the table. At the same time, government still needs to talk amongst itself given its mandates and legislative issues. Similarly, communities need to talk separately from government. However, things can move together. Why think separately when we can think together? There are steps to getting to that stage and people will

need to caucus and work on their own at times. DFO's Oceans Branch needs another table to sort out where to go from here.

Small Group Discussion #4: "The Integrated Oceans Management Plan"

- *Have all of the necessary elements of the Oceans Management Plan been identified? What elements would you change or add?*
- *How should the Oceans Management Plan address sector-specific planning and decision making? What are your views on the criteria proposed to identify what is addressed in the Oceans Management Plan and what is a sector-specific consideration?*

Table A

The table identified the need to define the area on an ecosystem basis and to set criteria for who is involved. It recommended that area boundaries be used to determine who is engaged in the process. It was also noted that acceptable limits need to be defined in the plan. The term "comprehensive" should be clarified in order to avoid "analysis paralysis". The table felt that the plan should balance national/provincial policy initiatives that may not necessarily be balanced on their own.

Table B

The key points discussed by the table included the need to reorder and "unmuddle" the plan elements. The table suggested that the research tasks be separated from the operational elements, as well as the planning process elements. Three questions were identified to do this: (1) What is in the plan? (2) What background information is required? (3) What processes are required to get information and develop the plan? The table asked for a clear definition of the term "prioritize" vis-à-vis how this would work for competing interests. It was also noted that zoning is considered a blunt tool in some land use planning practices. The table identified a missing element in terms of education and the use of media for educational purposes. Finally, it was felt that time-lines need to be stated in terms of how long things will take to achieve. Just do it!

Table C

The table concluded that a conflict resolution mechanism should be added to the planning process. There were questions raised about how far assessments of resource potential would go. Time-lines were noted as an issue – will this be done within reasonable time limits? It was suggested that the plan advance before all the pieces are in place. A streamlined process was desired, as it was perceived that there are too many elements, possibly making the plan too complex. It was also stressed that all stakeholders need to be included and treated equally.

Table D

The table stated the need for a clear definition of the oceans management area in terms of spatial and legislative aspects, etc. A distinction is needed between what is being done in the ESSIM

area and what is being done in other areas. Is there a finite boundary to the pilot? It was recommended that the last plan element on monitoring be moved first in the list, with the term "evaluation" added. The comprehensive inventory and assessment of oceans uses should also include non-commercial species. With respect to prioritizing issues, the table raised the question as to whose perspective will be used to make these determinations. Will terms of reference be drafted for priority setting? Are there limitations on social and economic objectives? What are the first needs to be met? What is attainable and realistic? Will the longer term plan include zoning? There was some caution raised on the use of the term "zoning". The penultimate element on establishing collaborative processes was considered too broad and further elaboration was recommended.

Tables E/F

The group focused on the process and concluded, "you can't manage unless you plan, and you can't plan unless you manage". It was noted that the two are simultaneous activities – "we must plan in order to manage." The group suggested that the process of forming the planning group start now. There are many activities occurring now on the shelf and input is required to plan. The group wondered about the vision for MPAs and asked where the strength for MPAs is now. The table also questioned how the plan fits with the 5-year strategic plan set out in the earlier OMPG presentation. Finally, the table encouraged stakeholders to get working and start planning.

Table H

The table felt that the vision should be first, followed by statement on purpose (i.e., "why we are doing this") and roles (i.e., "who is doing what"). What are the expectations in the short-, medium- and long-term? The group developed a vision based on the precautionary principle: "An intact continental shelf ecosystem that includes human communities as integral components and demands that their behaviour balances the ecological and economic sustainability of the Scotian Shelf." The table also highlighted the need to know the desired end result, and for certainty in terms of clear ground rules and the targets/objectives to strive towards. As a final comment, the group stated that "if there's no vision, there's no plan!"

Table I

The table considered the plan elements as being too broad and unattainable. It stressed the need for prioritization with timelines for the short- and long-term, with ongoing monitoring. It also expressed the need to define the area and process for developing the plan. Support is needed – who will pay for the plan? It was cautioned that one industry could not fund all the elements.

Table J

In general, the table felt that the plan elements were fine, although some were considered complex and far-reaching. It was noted that some elements could be higher priority for the fishing sector. After a discussion regarding indicators, it was suggested that the Genuine Progress Index (GPI) be considered as a measure of sustainability. It was also recommended that

there be an element dealing with funding in the plan. There was some discussion regarding resource inventories: how and why would they be done? There were differing views and caution expressed regarding the use of the results of resource inventories. On the oceans use and planning element, it was suggested that there is a need for an "oceans use policy". The Forum Secretariat was encouraged to source staff from other organizations and sectors on a rotational basis.

Table K

The table felt that the plan elements were comprehensive, although somewhat open to interpretation. It was stated that the plan requires flexibility and needs to be a living document. There were questions raised regarding who would develop the indicators, especially the socio-economic indicators. It was suggested that the term "zoning" be removed. The table stated that a key principle is to protect the living resources. The plan should acknowledge current structures and processes within sectors that can provide valuable information for the management plan.

Table L

The table deliberated on whether the structure was an advisory body or if it had an implementation function. The participation by regulators and the use of existing structures in the process was suggested. It was also suggested that the plan should include ecosystem objectives that are implemented in each sector. Similarly, socio-economic objectives need to be included. The plan should also state who is to be included in the process. The group proceeded to divide the plan into two parts: (a) a main body dealing with the foundation; and (b) appendices that incorporate the changing components that require regular updates.

Table M

The table viewed the framework as being generally good, although it was also suggested that it is too complicated and overly prescriptive. It was emphasized that broad input is needed from communities and the industries involved. The table recommended that the criteria for the plan include a statement providing for proactive measures. The plan should also address the identification of gaps. As a final comment, the group suggested that the reference to zoning be removed from the plan element on oceans use planning.

Table N

The table noted that there was no agreement on content of the plan, specifically in terms of "what is in and what is out." It was stressed that a strategic plan is required now, as is the need to answer the five "Ws". The table pointed out that the first iteration of the plan must allow for the incorporation of views from groups and communities. The participants considered the plan in two phases, with phase 1 being a broad framework and phase 2 comprising an operational plan built on experience. There were questions raised regarding the relationship between the ESSIM plan and Canada's Oceans Strategy (COS).

Table O

The table concluded that the plan would encourage a synthesis of diverse views. Several deficiencies were highlighted, including the lack of a conflict resolution mechanism, time-lines, and a coordination mechanism for the adjacent areas outside the ESSIM area. The table suggested that a plain language product should be produced for use as a communications tool.

Facilitator's Summary* of Small Group Discussion #4

- The basic plan framework is OK, but too complex
  - structure should be as simple as possible
- Need mechanism or process for conflict resolution
- Need for vision and clear expectations
- The plan should be a living document
- Socio-economic indicators will be needed
- Need to be clear about who is invited to participate
- Get started quickly – don't wait for all pieces to be in place
- Need mechanism for coordination with adjacent areas
- Communicate in clear and direct language
- Need clear area definition with ecosystem emphasis
- Consider a wide range of tools, not just zoning
- The plan should be based on a vision
- The plan must have clear expectations, roles and responsibilities
- Need to develop an oceans use policy
- The plan must recognize other national and international processes

* Slide prepared during workshop after reporting of small-group discussion.

3.0 FINAL PLENARY DISCUSSION

The plenary facilitator opened the final session by stating that holding different personal views should be considered a strength to be used to best advantage. The multi-sectoral process helps people to get to know each other and share views. How these views are handled is the difference between conflict and moving forward collaboratively.

On behalf of DFO, Joe Arbour (session chair) thanked all participants for their efforts to move the process forward. Thanks were also extended to the members of the workshop planning team for coordinating the meeting agenda and structure. In response to the discussion over the two days, the chair summarized three perceived endorsements arising from the workshop:

- There is strong validation for integrated management on the Scotian Shelf, but that validation did not extend to the straw man proposed for the process.

- There is a strong interest in making the process happen now that the ESSIM Initiative has taken on a life outside DFO.
- There is willingness to participate in the collective process to move it forward. Commitment will make the process successful in managing the area and its resources.

The chair outlined four key areas for further work and asked for commitment to develop each area:

1. Forum Design: How do we design the process and structure?
2. Plan Design: How should the plan look?
3. Science input and advice to the process.
4. Urgent Matters: Since the plan will require time to mature, how do we address more pressing issues requiring immediate actions?

The chair called for teams/working groups (or one group with sub-groups) to form around the four work areas. He stated that DFO, through the Oceans and Coastal Management Division was committed to convene, facilitate and provide secretariat support for such group meetings. By reconvening workshop participants in the future, progress could be reviewed and the course set for the following year.

During the initial discussion in response to the chair's opening remarks, it was suggested that one group could be formed to deal with all themes rather than having four separate working groups. There was general support to form one group, but it was cautioned that the composition and representation of the group needed more thought. The facilitator clarified that the intent is to form a core group with the interest and capacity to work through the next steps necessary for the longer term establishment of a larger multi-stakeholder planning group and to help in the design of the management plan. It was suggested that a minimum of three months were needed for the synthesis of workshop and interim working group discussions on the design of the Forum before convening a larger multi-stakeholder group.

It was suggested that a mocked up version of a management plan would help with the institutional design of the process. Although the challenge would be to see what inputs are needed, it was felt that developing a framework of the plan elements would be a useful exercise to help sort out elements of the Forum design. Another participant suggested that a sub-group be formed to examine a real-life issue in Guysborough County as a first test case for the Forum.

It was also considered unnecessary for the ESSIM Initiative to start from scratch, as other areas around the world could provide examples of how to set up the process where multiple use issues are being managed (e.g., Channel Islands off California). The chair noted that examples of integrated management efforts from other parts of the world have been compiled in an OCMD report soon to be available online.[6] However, concern was expressed that we not borrow an inappropriate model from elsewhere. To speed up the process, DFO should ensure that all stakeholders are participating at the outset. It was stressed that a subset of the interests should

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[6] See Fisheries and Oceans Canada, *An International Survey of Integrated Ocean and Coastal Planning Initiatives*. Available online: <http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html>.

not be formed to steer the Forum, and that communications is important to ensure that everyone is updated. An interactive web site with chat rooms was encouraged as a useful mechanism for transparent information sharing.

On the earlier proposal to use the management plan to determine who is part of the Forum, it was noted that the management plan would be shaped by whoever sits on the group. Hence, inclusivity is important, otherwise the group could go off track.

It was suggested that in order to participate effectively in the process, some self-organization would be required in many sectors, including the conservation community. The chair reiterated the option for volunteers to join a single working group with the objective of designing the Forum. The group should start to interact, review the workshop report, and begin looking at the Forum design. In terms of inclusiveness of the group, it was noted that there should not be any limitation on who can come forward.

A question was asked about where the group would meet, as travelling long distances was a problem for some participants. How will the group work given that the interests are widely dispersed? The chair noted that the group would not necessarily convene only in Halifax.

The meeting was reminded that within the fisheries sector, there could be up to 70 groups to contact before the three-month target date (proposed earlier during the session). The fishing sector participants stated that such a short time-line would not enable the industry to meet and organize all-inclusive representation back to the larger group. The fisheries representation at the workshop was considered the "tip of the iceberg". It was suggested that the "urgent" issues be put on hold in order to develop the process properly, methodically and reasonably. The fishing industry will need more time to deal with issues around the process given the diversity of the sector. Pushing the process too fast was considered a negative factor by fishing sector representatives. It was also suggested that sub-committees could be formed on various topics (e.g., oil and gas, submarine cables, fisheries, and government agencies). It was cautioned that calling for volunteers at this stage could lead to a "fight" in the fisheries sector as to who sits at the table. The sector participants indicated that a broader fishing industry meeting was already being planned to determine representation on the ESSIM working group.

It was suggested that sectors should organize themselves to identify who should sit on the working group. The facilitator noted that the next steps do not necessarily require a group that is representative, but one where the members carry the message back to their respective sectors. Each sector was encouraged to digest the information and report back on what was discussed during the workshop to determine how its sector would participate in the future process.

It was re-emphasized that the fishing sector would need more time to consult with its members before returning to a larger multi-stakeholder group. If the process goes too fast, it was cautioned that problems might arise in the fishing sector.

Hope was expressed that this is not just another "talk shop", and it was stressed that action was needed soon to focus on structure. It was suggested that a rotation of meetings be considered throughout Nova Scotia.

Concern was raised that individuals who want to prolong the time-lines for the process might also want to slow the process down. In response, a fishing industry participant replied that the sector needs extra time, as it has many people to consult with. The chair stated that DFO would keep the momentum up, while balancing the need to keep everyone engaged and make progress on the initiative.

A final comment was offered that although there are obvious obstacles facing the process, it seems that there are more opportunities than obstacles and more scope for collaboration than conflict. The chair agreed that significant progress had been made during the two days of discussion.

The session concluded with the chair and plenary facilitator thanking participants and the facilitators for their contributions.

4.0 SUMMARY OF KEY COMMENTS FROM FOUR DISCUSSION SESSIONS

The following bullets provide an overall summary of the key points and themes raised during the small-group discussion sessions:

ESSIM Objectives

- Although generally accepted by the participants, the objectives put forward by DFO for the ESSIM Initiative could benefit from stronger wording in some cases. The participants also highlighted additional priorities and elements for inclusion in the objectives.

Collaborative Process and Structure

- The ESSIM Forum structure and process should maximize stakeholder responsibility, authority and roles in decision making. Greater clarity is needed with respect to leadership, authority, and the management *vs.* advisory role of the proposed ESSIM multi-stakeholder planning group. More definition is required for the linkages among the elements of the Forum.

- Although consensus decision making is the preferred approach, the process should include a conflict resolution mechanism.

- Communication, transparency and accountability should be maximized for all aspects of the process. The process should move forward in a timely and proactive manner.

- The planning structure and process should be simplified to avoid duplication and utilize existing processes where possible. It was also recommended that the process include a science advisory group to provide the required physical and interdisciplinary social science expertise.

- Membership criteria are needed to ensure the inclusivity of the multi-stakeholder group and that all voices are heard and respected. Capacity and preparedness for a multi-stakeholder planning process varies among sectors, and effective representation of large, diverse sectors in the planning process is a major challenge. Funding should be considered for volunteer groups or others who might not be able to participate otherwise.

- The definition and labelling of individual sectors can pose challenges, as some participants are cautious of being aligned with specific sectors (e.g., coastal communities and marine consultants). In some cases, participants preferred to be recognized as individuals as opposed to speaking on behalf of their sector. The involvement of First Nations and coastal communities needs clarification, and non-participants in the process need to be engaged.

- The ESSIM Forum Secretariat role of the Oceans and Coastal Management Division was endorsed. Key Secretariat functions should include communications, information sharing, capacity-building, and planning direction and support.

Integrated Management Plan

- The proposed management plan framework was generally well received. However, concerns were raised regarding its complexity, with an overall preference for simplification where possible. At the same time, participants recommended additional plan elements and considerations. Specifically, the participants felt that the plan should:
  - be a living document;
  - have a vision and clear expectations, roles and responsibilities;
  - incorporate socio-economic indicators;
  - have a conflict resolution mechanism;
  - ensure coordination with adjacent areas;
  - recognize national and international processes;
  - have a clearly defined management area;
  - consider a wide range of tools beyond zoning; and
  - include an oceans use policy.

- The plan should recognize and enable oceans stewardship, such as industry-led environmental management practices.

5.0 SYNTHESIS OF ESSIM RESPONSE SURVEYS

The following synthesis is based on the review of 32 surveys received from ESSIM Forum Workshop participants, representing a return rate of 21% of workshop participants.

What do you feel are the key oceans management issues for the Eastern Scotian Shelf Oceans Management Area?

The key issues noted by respondents are grouped under three themes: Ecosystem Protection; Multiple Oceans Use; and Management Process.

Ecosystem Protection

Maintaining ecosystem health, conserving biodiversity and productivity, and sustainable resource use (biologically and economically) were considered important ecosystem issues. Some respondents noted the lack of knowledge to manage sustainably and encouraged a system of marine protected areas and the application of an ecosystem approach to science. Factors contributing to ecosystem protection included identifying areas where activities can and cannot take place and promoting sustainable harvest fisheries. Environmental issues arising from the Gully MPA Area of Interest are key issues for many sectors. Cultural resource protection was also mentioned as important.

Multiple Oceans Use

A number of multiple oceans use issues were raised regarding co-existence of resource users. These included the impossibility of satisfying everyone, the priority of use asserted by fisheries, the alleged influence of the oil and gas sector, safety standards on oil and gas platforms, increasing conflicts among sectors, and balancing conservation and industrial development. The fishing industry is being challenged to deal with new multi-sectoral issues and to find a representative process for the participation of multi-species fisheries groups in the ESSIM process. Conflicting gear uses in the fishery were noted. There are concerns regarding the processes for zoning and "ownership" of the shelf and its resources. Consensus agreement among groups for shared use of resources is desired, however the need for a conflict resolution mechanism was also emphasized. Restoring trust, inclusiveness and mutual respect among interested parties was viewed as beneficial.

Management Process

Proposed governance and decision-making mechanisms for integrated management raised many questions, but management plan development is a priority for many. Some respondents felt that the vision, goals and achievable objectives should be set now for the process. There are concerns regarding the distribution of decision-making power in the offshore, with public perceptions that decision making is apportioned on the basis of the stakes held. Getting "buy-in" on the principles and decision-making criteria was viewed as critical. The need to integrate human activity with the management structure was noted, as was the need for effective and efficient resource management and regulatory processes. The structure and process should incorporate

adaptive management approaches. The need for clear definitions and communicating in simple language was stated. Some suggested that management decisions and actions occur in the absence of full information. The fisheries sector is demanding a "real voice" in decision making. The need for clarity, equality, transparency and accountability on all levels of the process was emphasized.

What is your vision for the Eastern Scotian Shelf Oceans Management Area in 5 years? 10 years? 20 years?

Five-year Vision

Many respondents stated that it would take 5 years for a management group and a comprehensive, long-term integrated management plan to develop. A growing awareness of how ESSIM might collectively benefit individual sectors should be achieved in 5 years. Some respondents saw the plan closely integrated with the Gully MPA and a core network of MPAs. It was also suggested that the eastern Scotian Shelf be zoned and managed by an independent management authority.

Ten-year Vision

Several respondents suggested that 10 years would be required to fully implement the plan and have a representative network of MPAs in place to achieve sustainability. Others hoped that Coastal Management Areas (CMAs) would be nested within Large Ocean Management Areas (LOMAs), with LOMAs reflecting CMA initiatives.

Longer-term Vision

Respondents hoped that within 20 years management mechanisms will have matured and are effective in setting limits to use and determining appropriate kinds of activities. Under this vision, the ESSIM Initiative should be regarded as a model of how to achieve integrated oceans management, with full sector buy-in to the process. The ESSIM management mechanism should be adaptive to unexpected and as yet unknown proposals for oceans use. It was suggested that the public interest as opposed to private interest should take a lead role.

Respondents expressed diverse hopes for improved ecological health, coexistence and sustainability, a recovered and sustainably managed fishery, a greater awareness of cumulative impacts, and an agreed vision to protect ecological health and special areas. Factors stated that could contribute to the goals of balancing human activities and conservation include: better knowledge of ecology and human interactions; effective indicators for MPAs; codes of best practice for all industrial activities; improved trust, cooperation, and mechanisms for inter-sectoral communication; informed and responsible stakeholders; zoning for industrial use and conservation; better planning processes prior to activity approval; development that does not negatively affect future benefits and intergenerational equity; more research to improve science-based decision making; and a science-based inventory of ocean resources, uses and activities.

It was also stated that the ESSIM process should not be just another bureaucratic layer and that it should not be used to provide advice on how fisheries are conducted. Some respondents suggested expanding ESSIM to the whole Scotian Shelf/Fundy Region or Atlantic region-wide.

What are your views on the proposed Eastern Scotian Shelf Integrated Management body called the ESSIM Forum?

Views on the ESSIM Forum management body ranged from it being a positive and timely concept that fills an existing void and which should proceed to the next stage of development given its potential for success, to a complex, ill-defined, government-dominated body needing simplification. The potential for the Forum to avoid conflicts among resource users and help protect biodiversity was noted. It was felt that the body needed some early successes and tangible results given the pace of offshore industrial development. Some respondents recognized the Forum as a potentially useful framework for gathering positions from different industry or interest groups for various multi-sectoral, interdisciplinary, and interdepartmental discussions. It was stated that the Forum could facilitate fact finding and responses from those who can make a contribution to knowledge. There is a view that multi-stakeholder management cannot sacrifice any sector for another unless the overall effects can be justified, with the process being accountable and all-inclusive in decision making.

Respondents stated the following concerns with the ESSIM Forum:

- need to define the function of the Forum – is it advisory or decision making?
- cannot be limited to advisory role unless clear feedback is provided from decision makers on a regular basis as to why/why not advice was followed
- too many stakeholders may cause problems with implementation
- could become a body to co-opt potential opposition
- may slow down public input so that private interests remain dominant
- needs fair, transparent process and accountability
- should provide for private sector resource user participation; stakeholders must be equal partners in decision making
- needs effectiveness indicators
- resources may be the key issue for effective collaboration
- role of senior Regional Committee on Government Affairs (RCGA) is unclear
- needs a science advisory group or committee to provide information to the Oceans Management and Planning Group (OMPG)
- criteria for membership is critical
- needs open support and commitment from DFO
- lacks authority/teeth over all activities to have a significant influence on outcomes
- cannot have non-governmental inclusivity
- role and responsibility of the Forum must be targeted to meet objectives

The general conclusion was that the ESSIM Forum should not be so big and onerous that it cannot function effectively. At the same time, it must be able to incorporate and balance the

need for each sector to be properly represented. Most stakeholders seemed satisfied with the potential opportunity of hearing progress annually, along with regular e-mail updates. There was also a general concern that the proposed ESSIM Forum is government-heavy and hierarchical with the inclusion of intergovernmental working group (PIWG) and the decision-making level of senior executive officials (RCGA). Stakeholders were frustrated by the lack of other sectors being recognized as signatories to the final management plan.

What do you see as your role in the ESSIM Forum and how do you see yourself contributing to the process? What challenges do you foresee for your involvement?

Various roles were identified by respondents who viewed themselves as, among other things, advisors, communications network facilitators, information disseminators, critics, advocates for various interests, decision-makers, scientists supporting decision making, educators for capacity building, and dispute resolution facilitators.

Time and money were considered a primary challenge to involvement in the process. The costs of resourcing the process in terms of time, travelling to attend meetings, and the timing and number of meetings, were concerns held by many respondents. Other challenges mentioned include coalescing the fishing industry to present a unified voice, resolving conflicts, the timeliness of science, and the fishing industry's share of stakeholder seats in the process.

How should the ESSIM Forum Secretariat promote effective communications among all ESSIM participants and keep you informed about the activities of the ESSIM Initiative?

Respondents encouraged the maintenance of an active and current Internet web site to provide general information, draft reports and documents for review, online data for analysis, and minutes of meetings. Electronic mail, fax on demand, and Canada Post mail-outs of newsletters were all suggested means of communication. It was noted that many rural stakeholders do not have Internet access. Face-to-face information meetings with stakeholders are encouraged, as are annual multi-stakeholder Forum workshops. Many respondents considered that the ESSIM Secretariat should remain the central communications provider for the ESSIM process.

What did you like the most about this Workshop? What would you change for the next Workshop?

Many respondents welcomed the opportunity to interact with other sectors, to understand more about the proposed ESSIM Forum, and to provide useful feedback to DFO. It was considered a useful networking opportunity, with open and non-confrontational discussion among diverse interests. The small group discussions were generally considered well organized and well balanced in terms of size and composition. The group discussions managed to get issues on the table and share information. The reporting back in plenary on roundtable discussions was effective. The prepared reading materials and the pre-set small group questions were viewed positively. General consensus about the objectives of the Initiative was promising.

Some respondents considered the time available for small group discussions too constrained. Some participants felt that the discussion questions were to specific and precluded discussion of broader issues. Furthermore, it may be helpful to distribute the group discussion questions prior to the meeting. Time was a factor for some respondents who suggested that two days was not enough to delve into the issues and that less time should be devoted to presentations and welcoming speeches, as the documents provided the background. Other suggestions included setting clear workshop goals, milestones, and deliverables to help outline the timeframe for the process. Short presentations from key actors in resource-based sectors should be also considered for the next workshop. Stakeholders not in attendance were encouraged to attend future workshops (e.g., Transport Canada and the shipping sector). Direct suggestions to DFO included identifying its requirements for assistance, presenting a vision, and clarifying the inclusion of the coastal zone in the ESSIM area. It was suggested that a summary of activities in the area and an inventory of all information available through government, industry and NGOs be made available to all stakeholders.

Survey respondents were asked to indicate their response by circling the numerical value that best describes their opinion (1 = Poor; 2 = Fair; 3 = Satisfactory; 4 = Good; and 5 = Excellent).

The ESSIM Forum Workshop provided me with useful information regarding the ESSIM Initiative.

- 97 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in providing useful information on the ESSIM Initiative.

I feel that I was able to voice my opinions and concerns.

- 93 percent of survey respondents stated that the workshop was satisfactory-to-excellent in enabling them to voice opinions and concerns.

I feel that my opinions and concerns were noted.

- 95 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in terms of noting opinions and concerns.

The general objectives of the Workshop described on February 20th were achieved.

- 92 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in achieving the general objectives stated on the first day.

My expectations for the Workshop were met.

- 83 percent of survey respondents indicated that the workshop was satisfactory-to-excellent in meeting their prior expectations for the workshop.

Provided below are some unattributed statements from respondents regarding the ESSIM Initiative or the Workshop.

"The workshop was definitely better than I feared it might be, and was possibly as good as it could have been. DFO is in an intrinsically difficult position in trying to achieve integrated management, for historical reasons. First, DFO has a deservedly bad reputation for fisheries management, and this has created a distrustful atmosphere among fishermen and the public. Second, DFO (and other federal agencies, notably Industry Canada) have permitted privatization of ocean resources without public discussion, by using "strategic creep". This has happened before ESSIM has been put in place. It should have been subject to an ESSIM-like process. In other words, ESSIM is being created when the horse is already out of the barn door."

"Everyone wants to take over this area as an experiment. Some of us have been there for years making a living in the good and bad times."

"Looks like a good first step. Need to keep the ball rolling with "action". Suggestions: On the first day it may have been helpful if there were short presentations made by several of the stakeholders on their views/visions of what ESSIM management plan should look like. An example or case study over a theoretical core study could have helped people envision what an IM plan is."

"Let's set reasonable goals/expectations over the near-term. Let's deliver some tangible processes reflective of goals/objectives. Let's work towards keeping the processes/participation manageable."

"The fishing industry does need a mechanism for providing issues that originate from outside the fishing industry. Environmental projects and causes are a fact of life, oil and gas expansion activity is happening, the fishing industry needs to know more and have a means to trigger fact finding, research to clarity and focus the discussion. Do not need ESSIM to become a new FRCC type body. ESSIM can frame the discussion and recommendation process."

"I was disappointed to learn that the shipping industry was not represented at the workshop. This industry has a huge impact on the ESS and their absence leads me to think that they are not interested in any of the thoughts of other stakeholders and that they don't realize the importance of this area (ESS). This could affect their industry and the regulations to it. Should have done a case study of a current management plan. It would have helped to do this exercise."

"Beware of paralyzing the process by wishing to involve "stakeholders" with no tangible "stake" in this area or geographically removed from this area. At this pilot stage, government agencies from NF, NB, NFLD, Que, have no more legitimate role here than does the Government of France."

"Regarding governance structures, [it] seems fairly clear that the ESSIM Initiative is committed to a policy networks structure for governance of the offshore area defined for ESSIM. However, it is not clear that DFO and other players are fully cognizant of how the characteristics of policy networks play a role in affecting effective governance."

"Need to get flesh on the bones; concrete movement on the theory as quickly as possible. Need to fully enfranchise all non-government sectors as soon as possible. Need to recognize decision-making opportunities and partnerships that are inter-sectoral and don't require government approval, but are very much integral to integrated oceans management."

"I enjoyed being part of the process. If the proposed initiative can be achieved, it would be quite an achievement. It won't happen overnight and it is an ideal we can strive for."

"The ESSIM [area] is not ecologically defensible. You must manage the domain of the Scotian Shelf, not just half of it."

"I suggest ESSIM should restrict itself to a general management plan rather than becoming a regulator; an equal partner inputting into the regulatory process rather than another layer of regulation."

"I do not clearly understand how ESSIM will fit in with existing resource/conservation management. For example, will ESSIM have an effect on the oil and gas licensing process? Currently, this process is not transparent and therefore directly contradicts one of ESSIM's primary requirements which is to have an open and transparent process. I guess my question is will ESSIM influence this licensing process and if not, then I don't really see the usefulness of the whole thing."

"Great workshop with positive comments from some of the real sceptics in our industry."

"Step in the right direction."

6.0 NEXT STEPS

The 1st ESSIM Forum Workshop was successful in beginning multi-stakeholder dialogue on integrated oceans management and planning. Initial assessment of workshop outcomes by DFO highlights the following points:

- There was strong support from workshop participants to proceed in the general direction proposed for the development of the ESSIM Forum and the oceans management plan.
- The workshop succeeded in highlighting to the broader community the ongoing efforts for government engagement and coordination.
- There is now an emphasis on individual sectors and communities of interest to organize themselves in order to participate effectively in the process.

Communications and Information Sharing

The Oceans and Coastal Management Division (OCMD) is now functioning as the ESSIM Secretariat for the future collaborative management and planning process. To facilitate and coordinate oceans management and planning, the Secretariat established a web site[7] in April 2002 for communications and information sharing to support the activities of the multi-stakeholder planning process and to promote understanding of the integrated oceans management approach. The Secretariat will continue to provide a regular E-mail bulletin of relevant developments and information on ESSIM. As part of the longer-term communications and information-sharing strategy being developed for the Initiative, the Secretariat supports the future establishment of a non-governmental web site operated by the broader ESSIM Forum. This would enable the Initiative to utilize interactive web-based communications tools, such as bulletin boards and online/timed discussions. In addition to E-mail or web-based communications, the Secretariat will continue to initiate and respond to opportunities for face-to-face dialogue through information sessions, focus groups, or topic-based workshops.

Institutional Design and Capacity-Building

DFO will continue to work with various communities of interest to support their organizational efforts, refine the design of the management and planning process and structure, and discuss the oceans management plan. There was general support from workshop participants for the formation of a multi-sector "coordinating working group" to work directly with the Secretariat on the process and plan design. At the same time, DFO was cautioned about the potential problems involved in establishing a "representative" multi-sector group with selected individuals from various communities of interest. Key considerations here include the broad and diverse nature of the groups and individuals involved in the process, the need for capacity and institution building in the majority of sectors, and the differing objectives and priorities among various communities of interest. However, there was overall agreement that the ESSIM Initiative should maintain the longer term objective of a multi-stakeholder planning group as the core of the future ESSIM Forum. A number of communities of interest (e.g., fishing, oil and gas, ENGOs) are actively working to determine their involvement in a future multi-stakeholder group and to organize themselves for effective participation in the ESSIM process. Similarly, the Secretariat

[7] See <http://www.mar.dfo-mpo.gc.ca/oceans/>.

will continue to engage the marine transportation sector through local and national shipping associations on their involvement in the future collaborative management and planning process.

In addition to discussions between DFO and various communities of interest to support capacity-building and engagement in the process, the shorter term establishment of a "coordinating group" remains a possibility. However, given the requirements identified above, such a group would be limited to specific functions, such as workshop planning or initial review of planning documents, and would be used to provide *advice* and *perspectives* as opposed to "representation" in the planning process. The input provided by a coordinating group would be taken back to the broader Forum for its review and comment to ensure full transparency of the planning process. Based on the limited response to join a coordinating group to date (restricted to several individuals), the Secretariat will continue to focus its efforts on building capacity through broad group discussion (e.g., E-mail bulletins) and dialogue with individual communities of interest.

At the government level, the Secretariat will continue to work with the Federal-Provincial ESSIM Working Group for operational support and participation in the process. DFO will also work toward establishing a senior intergovernmental committee to coordinate government input to the ESSIM Initiative. This intergovernmental committee will include senior policy and decision makers from the key oceans-related departments, boards and agencies operating in the region. Within DFO, the Secretariat will continue to work with departmental sectors, including Science, Coast Guard, Policy and Economics, Oceans and Environment, and Fisheries Management, to develop capacity and expertise for integrated oceans management. This also includes the provision of regional input to the developing national oceans policy and management frameworks, as well as related DFO programs (e.g., ecosystem objectives, objectives-based fisheries management plans, MPA planning).

The workshop discussions provided valuable input on the structure and process for the ESSIM Forum, as contained in the November 2001 discussion paper, *The Development of Collaborative Management and Planning Process*. The various considerations and options put forward during the workshop are being reviewed by the Secretariat as part of the process of refining the proposed ESSIM Forum.

Development of the Oceans Management Plan

To facilitate the design, development and implementation of the oceans management plan, the Secretariat will work in collaboration with interested parties to prepare a draft framework for the oceans management plan for consultation with multi-stakeholder and government interests at the 2nd ESSIM Forum Workshop, planned for the spring of 2003. This drafting process will focus on the structure and key elements of the plan, including the identification of management objectives, indicators and planning tools.

On operational matters, the Secretariat continues to provide input to intergovernmental and interdepartmental discussions for regulatory consistency and coordination to clarify government jurisdiction and address multiple oceans use conflict. The draft *Regulatory Overview*[8]

[8] *Overview of Federal, Provincial and International Ocean Regulatory Frameworks on the Eastern Scotian Shelf* (in preparation).

(unpublished) will assist these processes by providing an assessment of intra- and inter-sectoral capacity for integrated management and planning. As part of the referral process under the *Canadian Environmental Assessment Act*, the Secretariat continues to monitor and provide oceans management advice regarding proposed industrial activities on the Scotian Shelf. The Secretariat is also building an information base to improve ecosystem understanding and knowledge of current and planned oceans activities and management requirements.

APPENDIX I: WORKSHOP PARTICIPANTS AND INVITED PERSONS

Name	Organization
Tim Anderson	DFO Oceans (Newfoundland Region)
Joe Arbour	DFO Oceans & Coastal Management Division (Maritimes Region)
Randy Baker	Bakers Point Fisheries Limited
Toby Balch	Dillon Consulting Limited
Sarah Baxter	Canadian Coast Guard (Maritimes Region)
Susan Belford	Jacques Whitford Environment Limited
Neil Bellefontaine	DFO Regional Director-General (Maritimes Region)
Cheryl Berubé	Unama'ki Institute of Natural Resources
Jean Blane	Canadian Environmental Assessment Agency
Melissa Bond	Guysborough County Inshore Fishermen's Association
William Bond	Guysborough County Inshore Fishermen's Association
Ginny Boudreau	Guysborough County Inshore Fishermen's Association
Paul Boudreau	DFO Habitat Management Division (Maritimes Region)
Paul Boyd	DFO Oceans (Gulf Region, Antigonish Office)
Jeff Brownstein	Maritime Fishermen's Union - Local 6
Mark Butler	Ecology Action Centre
Jim Calvesbert	Canadian Coast Guard (Maritimes Region)
John Charles	DalTech / Halifax Regional Municipality
Tony Charles	Saint Mary's University
Mireille Chiasson	DFO Oceans (Gulf Region)
Chiu L. Chou	DFO Marine Environmental Science Division (Maritimes Region)
Scott Coffen-Smout	DFO Oceans & Coastal Management Division (Maritimes Region)
Norval Collins	CEF Consultants
Joanne Cook	CEF Consultants
Chantal Couture	DFO Oceans & Coastal Management Division (Maritimes Region)
Peter Cranford	DFO Marine Environmental Science Division (Maritimes Region)
Roger Creasey	Shell Canada Ltd.
Andre d'Entremont	Kerr-McGee Offshore Canada Ltd.
Marie-France Dalcourt	DFO Oceans (Laurentian Region)
Carla Dale	DFO Policy & Economics (Maritimes Region)
Douglas Day	Department of Geography, Saint Mary's University
Cameron Deacoff	Marine Affairs Program, Dalhousie University
Kim Doane	NS Petroleum Directorate
Dave Duggan	DFO Oceans & Coastal Management Division (Maritimes Region)
Paul Durling	Corridor Resources Inc.
Wayne Eddy	Eastern Shore Fishermen's Protective Association
Darryl Eisan	NS Intergovernmental Affairs

Ahmed El-Sakkary	Teleglobe Canada
Alison Evans	Faculty of Architecture, DalTech
Gordon Fader	Geological Survey of Canada – Atlantic (NRCan)
Lucia Fanning	Marine Affairs Program, Dalhousie University
Sandra Farwell	Seafood Producers Association of Nova Scotia
Jim Fennell	DFO Oceans & Environment Branch (Maritimes Region, Sydney Office)
Derek Fenton	DFO Oceans & Coastal Management Division (Maritimes Region)
Becky Field	Marine Affairs Program, Dalhousie University
Billy Fraser	Biology Department, Dalhousie University
Anne Frenette	DFO Marine Ecosystems Conservation Branch, Oceans Directorate (National Headquarters)
Susan Gass	School for Resource and Environmental Studies, Dalhousie University
Brian Giroux	Scotia Fundy Mobile Gear Fishermen's Association
Carole Godin	DFO Oceans (Gulf Region)
Filipina Gojar	Marine Affairs Program, Dalhousie University
Patricia Gonzalez	DFO Marine Fish Division (Maritimes Region)
David Gough	Gough Technology Group Inc.
Doug Gregory	Shell Canada Limited
Dannie Hansen	Louisbourg Seafoods Ltd.
Bruce G. Hatcher	Marine Affairs Program, Dalhousie University
Glen Herbert	DFO Oceans & Coastal Management Division (Maritimes Region)
Cecil Herritt	Prospect Area Full-time Fishermen's Association
Larry Hickey	Maritime Forces Atlantic (Canadian Navy)
Bill Hickey	DFO Oceans (Newfoundland Region)
Darren Hicks	Newfoundland Dept. of Mines and Energy
Larry Hildebrand	Environment Canada (Atlantic Region)
Eric Hundert	Environment Canada (Atlantic Region)
Geoffrey V. Hurley	PanCanadian Energy
John D. Hurst	Association of Maritime Arbitrators of Canada
Thierry Husson	Industry Canada
Jessica Jackson	DFO Oceans & Coastal Management Division (Maritimes Region)
John Janes	Industry Canada
Martin Kaye	Bay of Fundy Marine Resource Centre
Bernard Kelly	Geocentric Mapping Consulting
Steven Kempton	Canadian Coast Guard (Maritimes Region)
Andrew Kendall	Canadian Association of Petroleum Producers
Paul Kennedy	CBC *Ideas*
Matthew King	DFO, ADM Oceans (National Headquarters)
Marty King	School for Resource and Environmental Studies, Dalhousie University
Friederike Kirstein	Environment Canada (Atlantic Region)

Vladimir Kostylev	Natural Resources Canada (GSC Atlantic)
Yvon Laviolette	Gouvernement du Québec
Claudette LeBlanc	ACZISC, International Oceans Institute of Canada (IOIC)
Ross Lee	Consultant – Marine Liaison (Submarine Cables)
Geoff Lewis	Industry Canada
Tony Lock	Canadian Wildlife Service (Atlantic Region)
Cathy MacDonald	NS Dept. of Tourism and Culture
Carl MacDonald	Fishermen and Scientists Research Society
Gordon MacDonald	Petroleum Office, Guysborough County Regional Development Authority
Jack MacDonald	NS Petroleum Directorate
Salome Machua	Marine Affairs Program, Dalhousie University
Ray MacIsaac	DFO Oceans (Gulf Region)
Clarrie MacKinnon	North of Smokey Fishermen's Association
Sandy MacMullin	NS Petroleum Directorate
Paul Macnab	DFO Oceans & Coastal Management Division (Maritimes Region)
Dave Mason	International Telecom Inc.
Denise McCullough	DFO Oceans & Coastal Management Division (Maritimes Region)
Sabrina McDonald	Guysborough County Inshore Fishermen's Association
Ian A. McLaren	Sable Island Preservation Trust / Dalhousie University
Karen McNulty	Petroleum Office, Guysborough County Regional Development Authority
Heather Melcher	CBCL Limited
Colleen Mercer Clarke	CBCL Limited
Cathy Merriman	World Wildlife Fund Canada
Andrew Neil Montgomery	Metcalf and Company, Barristers and Solicitors
Monique Morin	NB Dept. of Agriculture, Fisheries and Aquaculture
Denny Morrow	Nova Scotia Fish Packers Association
Dena Murphy	Marathon Canada Limited
Carl Myers	DFO Communications Branch (Maritimes Region)
Jason Naug	DFO Oceans & Coastal Management Division (Maritimes Region)
Colin Negus	Guysborough County Inshore Fishermen's Association
Lt (N) Nicole Newell	Maritime Forces Atlantic (Canadian Navy)
Todd Nicholls	International Telecom Inc.
Robert O'Boyle	DFO Science Branch (Maritimes Region)
Michael O'Connor	National Sea Products
Ted O'Keefe	ExxonMobil Canada Limited
Eugene O'Leary	Guysborough County Inshore Fishermen's Association
Robert Ogilvie	NS Dept. of Tourism and Culture
Andrew Parker	Canada-Nova Scotia Offshore Petroleum Board
Lynn Patterson	St. Francis Xavier University

Christine Penney	Clearwater Fine Foods
Peter Phibbs	360networks Inc.
Ted Potter	DFO Oceans & Environment Branch (Maritimes Region)
Soonya Quon	Parks Canada
Robert Rangeley	World Wildlife Fund Canada
Erin Rankin	DFO Oceans Policy (National Headquarters)
Clary Reardon	NS Dept. of Agriculture and Fisheries
Carole Lee Reinhardt	NS Economic Development
Patricia Rhynold	Guysborough County Inshore Fishermen's Association
Gary Rockwell	DFO Science Branch/CHS (Maritimes Region)
John Rodney	Dept. of Foreign Affairs and International Trade
Bob Rutherford	DFO Oceans & Coastal Management Division (Maritimes Region)
Alastair Saunders	NS Intergovernmental Affairs
Faith Scattolon	DFO Regional Director, Oceans & Environment Branch (Maritimes Region)
Shannon L. Scott	Fishermen and Scientists Research Society
Deanne Simpson	Canadian Coast Guard (Maritimes Region)
Dan Sinclair	MacMaster University
Hector Smith	DFO Conservation & Protection (Maritimes Region)
Dennis Smith	Maritime Fishermen's Union – Local 6
Bruce Smith	Bruce L. Smith Consulting Inc.
Kenneth Snow	Guysborough County Inshore Fishermen's Association
Herb Sooley	Health Canada
Raymond St-Pierre	Meteorological Service of Canada (Environment Canada)
Eric Theriault	Canada-Nova Scotia Offshore Petroleum Board
John Tremblay	DFO Invertebrate Fisheries Division (Maritimes Region)
Gus Van Helvoort	DFO Eastern Nova Scotia Area Office
David VanderZwaag	Marine and Environmental Law Programme, Dalhousie University
Joan Waldron	Sable Island Preservation Trust
Maxine Westhead	DFO Oceans & Coastal Management Division (Maritimes Region)
Hal Whitehead	Biology Department, Dalhousie University
Wendy Williams	DFO Communications Branch (Maritimes Region)
Martin Willison	Biology Department, Dalhousie University
Tonya Wimmer	Biology Department, Dalhousie University
Tino Winter	Guysborough County Inshore Fishermen's Association
Tana Worcester	DFO Invertebrate Fisheries Division (Maritimes Region)
Maureen Yeadon	Yeadon Consulting
Phil Yeats	DFO Marine Environmental Science Division (Maritimes Region)

APPENDIX II: INTRODUCTORY SPEECHES

Introductory comments by Neil Bellefontaine, RDG, Maritimes Region

Ladies and Gentlemen,

Good morning and welcome to the 1st Forum Workshop of the Eastern Scotian Shelf Integrated Management (ESSIM) Initiative. Thank you all for coming to what promises to be an interesting and engaging 2 days of presentations and discussions about the ESSIM Initiative. The main focus of our discussions will be on the development of a collaborative management and planning process and the subsequent development of an integrated oceans management plan for the Eastern Scotian Shelf Oceans Management Area.

Integrated management presents a challenge to DFO as a facilitator, stakeholder and regulator, and to the many oceans users and stakeholders involved. There are many issues to be addressed through an integrated oceans management and planning process. We believe that these challenges can be met through the ESSIM Forum, a proposed collaborative management and planning structure that is outlined in the blue discussion paper on the ESSIM process. The ESSIM Forum would provide a networked structure to link government with broader communities of interest. Discussions of specific issues and conflicts facing our region will occur through the proposed process and its mechanisms.

One of the challenges for DFO in this process is dealing with the multitude of actors involved in oceans management. There are many interests to balance when making decisions and planning for the use of our oceans space and its resources. Bringing such a diverse audience of oceans interests together here today has been a success in itself! I urge you to get to know each other and develop a mutual understanding by sharing your perspectives with participants from your sector and other sectors. Your interest in participating, listening, and sharing your opinions on the proposed management and planning structure bodes well for what will become a long-term, multi-stakeholder planning process.

Integrated oceans management is a national priority for DFO and the ESSIM Initiative is receiving much attention across the country and beyond our national borders. Integrated management is at the core of the 1997 *Oceans Act* – an act to be delivered on not just by DFO but by over 20 federal departments and agencies with oceans-related mandates. The increased competition for use of oceans space, the greater public interest in marine conservation and biodiversity, and the cumulative effects of multiple oceans use activities demand that Canada develop and implement integrated oceans management plans for its entire oceans estate. A consistent national approach to oceans management is evolving through the developing Canada's Oceans Strategy. This Oceans Strategy will provide for regional implementation of programs and plans.

We are well aware of the challenges facing oceans management in the Maritimes. Recent examples include protecting deep-sea corals and resolving conflicts between longstanding fisheries and uses such as the routing of submarine cables and oil and gas exploration activities. There are many legitimate activities in the oceans; our task is to develop integrated mechanisms to ensure that oceans use is sustainable and equitable, while ensuring ecosystem protection.

The ESSIM *Issues, Challenges and Opportunities* discussion paper that you have lists many of the future values and benefits of a multi-stakeholder process like ESSIM. This includes benefits such as clarified government jurisdiction, improved ecosystem protection, and reduced use conflicts. I would like to highlight that the ESSIM process is providing positive impacts now, for example:

- as a vehicle for government coordination and commitment;
- as a forum for awareness-raising, communications, and issue identification;
- by developing a collaborative process for multi-stakeholder input, advice and planning; and
- by providing a regional catalyst for ecosystem approaches to oceans management (science activities and partnerships).

I would like to highlight how DFO is working to address the oceans mandate on an institutional level within the Maritimes Region.

The ESSIM Initiative has been in development since January 1999 when DFO staff undertook an overview and use audit of the area to help understand the various sectoral management frameworks in place and the issues and stakeholders involved. Subsequent to DFO's internal capacity building for the ESSIM Initiative, many stakeholders have been engaged in this process to date.

To address the new oceans mandate, work was needed within the department to make the linkages across the various DFO Sectors and programs that DFO delivers. All components of DFO's programs are engaged in the ESSIM Initiative with specific work being done on ecosystem-based approaches to fisheries management within the ESSIM area and work by our Science Branch in developing a state of the ecosystem report for the Scotian Shelf.

At the DFO regional management level, a Regional Oceans Management Steering Committee provides direction and support to the ESSIM initiative from all DFO program areas.

Between departments at the federal level, DFO chairs an Interdepartmental Committee on Oceans (ICO), comprised of members from all federal departments with an oceans-related mandate in the Maritimes Region.

In January 2001, federal departments in the Region and the Province of Nova Scotia came together in a working group to move the ESSIM Initiative forward within government. The Federal-Provincial ESSIM Working Group is comprised of representatives of over 20 oceans-related federal and provincial departments, agencies and boards. This Working Group has met 3 times and provides a forum for addressing policy, management and regulatory co-ordination in support of integrated oceans management. The Working Group reviewed and vetted the ? public discussion papers circulated for this workshop. They will also provide an important role in the review of the Regulatory Overview document that is still in preparation.

In terms of linkages between the ESSIM process and other DFO initiatives in the Region, I would like to mention 2 recent developments that stand out, namely Objectives-based Fisheries Management and the Memorandum of Understanding (MOU) that DFO signed with the Canada-Nova Scotia Offshore Petroleum Board (CNSOPB).

First, work objectives-based fisheries management is intended to operationalize the ecosystem and precautionary approaches in fisheries management. A pilot project focusing on the Scotia-Fundy groundfish management plan is being launched this year. This pilot project will begin to address issues which cannot solely be addressed within species-specific fishery plans such as gear interactions, trophic level relationships and broader conservation issues. This work is both supportive of and supported by the ESSIM initiative.

Another recent development is the newly formed Scotia-Fundy Fishing Sector Roundtable, which will serve as a focal point to help consolidate fishing industry perspectives on inter-fleet and oceans issues. The Fisheries Round Table will also help facilitate a common strategic direction on ecosystem-based management for the fisheries sector.

Secondly, DFO and the Canada-Nova Scotia Offshore Petroleum Board (CNSOPB) signed a Memorandum of Understanding (MOU) last year in relation to matters under the jurisdiction of the CNSOPB and DFO. The intent of this MOU is to facilitate and promote the sound management of all activities and measures related to the exploration, development, production and abandonment of offshore oil and gas resources. The MOU will also help ensure the conservation and protection of commercial and non-commercially important fish species, their habitat, biodiversity, the marine environment in general, as well as ensuring safe navigation in Canada's offshore.

These are just 2 examples of how the oceans mandate is influencing change in the sectoral management of two important oceans sectors.

I would now like to acknowledge and thank the ESSIM Forum Workshop Planning Team, a multi-sectoral advisory group that met 3 times over the last 4 months to discuss the agenda, outcomes, and objectives for this 2-day multi-stakeholder workshop. A variety of perspectives and experiences came together on the Planning Team to ensure that this workshop is effective, practical and responsive to the needs of all those involved. The Planning Team included:

1. Aldo Chircop, Marine and Environmental Law Program, Dalhousie University
2. Andrew Kendall, Canadian Association of Petroleum Producers
3. Bob Rutherford, OCMD, Fisheries and Oceans Canada
4. Bruce L. Smith, Bruce L. Smith Consulting Inc.
5. Cheryl Berubé, Eskasoni Fish and Wildlife Commission/Unama'ki Institute
6. Christine Penney, Clearwater Fine Foods Inc.
7. Darryl Eisan, Nova Scotia Intergovernmental Affairs
8. Eugene O'Leary, Guysborough County Inshore Fishermen's Association
9. Geoff Lewis, Energy and Marine Branch, Industry Canada
10. Glen Herbert, OCMD, Fisheries and Oceans Canada
11. Jennifer Cox, Atlantic Policy Congress (**Observer**)
12. Kim Doane, Nova Scotia Petroleum Directorate
13. Mark Butler, Ecology Action Centre
14. Michael O'Connor, HighLiner Foods Inc.
15. Scott Coffen-Smout, OCMD, Fisheries and Oceans Canada
16. Tony Charles, St. Mary's University

We are also aware that not all of the stakeholders with an interest in the ESSIM area are able to attend today because the Workshop is being held in Halifax. We would like the Workshop to become an annual event and next year the Workshop could be held elsewhere, in Cape Breton for example. The next ESSIM Forum Workshop will focus on reviewing the draft integrated oceans management plan and the ongoing details of planning and working through priority issues.

The success of the ESSIM Initiative rests with your commitment, willingness and capacity to participate. I encourage you to engage in the Initiative and share your views on the proposed planning process and structure.

Thank you.

Keynote Address by Matthew King, ADM Oceans

"Canadian Oceans Management"

Introduction

Thank you. I want first of all thank you for inviting me to speak about Canada's oceans agenda.

I believe that this is an exciting time to be involved in oceans policy development.

I say it is exciting because I feel as though we are involved in building something new – in this case an approach to oceans management – from the "ground up".

In my experience, it is rare to be given a piece of legislation like the *Oceans Act* – legislation that sets out a broad vision, while leaving much of detailed policy and implementation to be developed after the fact.

The fact that the lead Minister, the Minister of Fisheries and Oceans is also directed, in legislation, to develop a Canadian Oceans Strategy in collaboration with a tremendous variety of groups adds, in my view, to the uniqueness of the approach.

This is why the work of this ESSIM Forum is so important. Your efforts will not only influence the direction of oceans management in this part of Canada, but will contribute to the development of a consistent and comprehensive Oceans Strategy for all of Canada.

Before I begin, I would like to pause and honour a colleague who, throughout her long and accomplished life, was a leading thinker and guiding light on oceans issues. Madame Elisabeth Mann Borgese died (near St. Moritz) on February 8th. Throughout her life, Professor Mann Borgese was committed to changing human behaviour toward oceans. The founder of the International Ocean Institute (IOI), she trained a generation of people on subjects related to the United Nations Convention on the Law of the Sea and played a leading role in establishing the Independent World Commission on the Oceans. Professor Borgese was also a leading and tremendously valued member of the Minster of Fisheries and Oceans' Advisory Council on Oceans. Her knowledge, commitment and passion for Oceans issues made a tremendous impact on oceans policy in Canada and around the world.

On behalf of the Minister of Fisheries and Oceans, the Ministerial Advisory Council on Oceans and the Department of Fisheries and Oceans, I would like to offer condolences to her family and our sincere thanks for the contributions to the national and international development of the oceans agenda that she made over an entire lifetime.

Overview

Perhaps I can turn first to Canada's domestic oceans agenda.

To provide a little context that I hope you will find useful in your deliberations over the next few days, I would like to touch upon three issues this morning:

- I would like to begin by providing a brief overview of Canada's *Oceans Act*;
- I would then like to say a few words about how a "Canadian Oceans Strategy (or COS)" that is called for in the Act, is starting to take shape; and
- I would like to conclude with a few words about the lessons we are learning on the important issue of Oceans Governance, lessons that are emerging in part from the work of fora such as ESSIM.

The *Oceans Act*

In 1997, Canada became the first country in the world to adopt an *Oceans Act*. In broad terms, the *Act* is a national blueprint for managing the relationship between our land and our three oceans in a fully integrated and sustainable way.

The *Oceans Act* defines Canada's approach to oceans management and provides a foundation for modern oceans management initiatives.

Through this legislation, we affirmed in Canadian domestic law, our nation's sovereign rights, jurisdictions and responsibilities on our continental shelf and in our exclusive economic zone.

Consequently, Canada became one of the first countries in the world to make a legal commitment to comprehensively protect and develop its oceans and coastal waters.

To achieve this, the *Act* is clearly based on three important principles that all coastal states are striving to implement:

the sustainable development of oceans resources;
the operationalization of the precautionary approach; and
the integrated management of oceans resources and activities.

As I will note, these three principles, by necessity, must be at the heart of any Canadian Oceans Strategy.

I believe it is also worth noting that the *Act* includes a number of preambular statements that continue to shape our policy approach.

For example, in the preamble to the *Act*:

- Canada recognizes that the three oceans – the Arctic, the Pacific and the Atlantic – are the common heritage of all Canadians;

- The promotion of the understanding of oceans, oceans processes, marine resources and marine ecosystems is supported as a way of fostering the sustainable development of our oceans and their resources;

- The fact that the oceans and their resources offer significant opportunities for economic diversification and wealth generation for the benefit of all Canadians, in particular, those Canadians living in coastal communities, is publicly recognized; and finally,

- The ecosystem approach to conservation is identified as being fundamental to maintaining biological diversity and productivity in the marine environment.

Since 1997, efforts have been made to develop a Canadian Oceans Strategy that will give life to the spirit and intent of the *Oceans Act*.

Under the *Oceans Act*, the lead responsibility for implementing a COS is assigned to one Minister, the Minister of Fisheries and Oceans. But it is clear that implementing a comprehensive oceans management strategy is beyond the purview of any single Minister.

For this reason, the *Act* respects the mandates and jurisdictions of other federal Ministers and other levels of government, and requires the Minister of Fisheries and Oceans to work with other federal Ministers and provincial/territorial, and local governments, First Nations and Canadians in the development of the Strategy.

For this reason, since 1999 we have worked on two related tracks:

- Through 18 Integrated Management pilot projects, on all three coasts, we have worked with our partners in provincial and territorial governments, with First Nations and with environmental, industry and community groups to test how the *Oceans Act* principles can be applied in real time situations; and
- Informed by the experiences emerging from the pilot projects, from international experiences, and from interaction with the academic sector, we have begun to identify the basic components of the COS.

Canada's Oceans Strategy Framework for Action

When all is said and done, the objective of the COS is to move from a fragmented approach to oceans management toward an integrated, comprehensive management framework.

In doing so, Canada will strive to capitalize on economic opportunities arising from our oceans resources, while, at the same time, integrating social and environmental goals. Importantly, the strategy will need to reflect the growing desire of Canadians to become involved in the stewardship of our oceans.

To achieve this, a COS will need to include three components:

- The first component will seek to apply the key principles I've just mentioned underpin the Act;
- The second component will seek to advance and coordinate interdepartmental and intergovernmental oceans policy and program objectives; and
- The third component will seek to identify and develop modern oceans governance mechanisms.

Perhaps I could briefly discuss each of these aspects.

Oceans Strategy Principles

As I have noted, the legal basis for the strategy rests on three underpinning principles found in the *Oceans Act*. These principles serve as a barometer against which oceans management planning and decision making are measured.

The principle of ***sustainable development*** rests at the core of Canada's Oceans Strategy. It recognizes that any current oceans resource development must be carefully undertaken without compromising the ability of future generations of Canadians to meet their own needs, or compromising the sustainability of marine ecosystems. This principle reflects the values of responsibility; care and conservation that Canadians see inherently linked to our quality of life.

It is this value of care and responsibility that also informs the second principle – ***the precautionary approach***. We view precaution, erring on the side of caution, as being a key factor in our ability to manage oceans development wisely. The precautionary approach provides us with a way to manage risk associated with our limited understanding of the impacts of oceans-related activities on marine ecosystems.

At the national level, the federal government is working to find ways to operationalize this important concept across federal activities.

Finally, the third principle, ***integrated management,*** is a commitment to move away from a single species or single industry management approach towards a holistic, more inclusive method of managing our ocean resources. It also involves the integration and synthesis of information for decision making and the commitment to modify our management decisions when new information is brought forward.

I would like to turn now to the second component of a Canadian Oceans Strategy – oceans policy objectives. Once established, action plans, involving all federal, provincial/territorial and municipal activities, can be brought together to maximize progress in key policy areas.

Oceans Policy Objectives

As we develop experience from the pilot projects that are operating in all three of our oceans, it is becoming clear that three broad and related policy objectives for Canada's Oceans Strategy are emerging.

The first policy objective is to better ***understand and protect the marine environment***. To a large extent, the historical business of Fisheries and Oceans Canada has been to understand and protect Canada's marine environment.

However, we are now recognizing that good management decisions are not only based on good scientific advice, but as well finding ways to incorporate important information from "non-scientific" sources such as the fishing industry and the traditional ecological knowledge shared by Aboriginal peoples.

We also recognize that good oceans management decisions require the integration of social and behavioural scientific aspects as well – sound oceans management is based on managing human activity, not managing our oceans.

Integrating diverse and complex information with the help of modern technology are ways in which we can advance our understanding of our ocean resources. Sharing that knowledge with the Canadian public is an important element to enhance public awareness and engage public debate.

The second policy objective is to ***support sustainable economic opportunities***. In Canada, ocean-based industries now generate nearly $20 billion in annual economic activity affecting the lives of over 7 million Canadians living in coastal communities.

While the fishing and transportation industries continue to be of critical importance and anchor our marine development objectives, they are now joined by other oceans industries including a rapidly expanding Aquaculture sector, offshore oil and gas, eco-tourism, cruise shipping and recreational boating and new frontiers of scientific and commercial discovery.

The opportunity to generate wealth from the oceans through new and existing industries is considerable and we must find ways to ensure Canada remains a world leader in oceans industries through a sustainable management regime.

The third policy objective is ***Canadian leadership*** on the global stage on oceans issues ranging from scientific to governance to the environment.

As part of a global community of oceans nations, there is much we can learn from each other. Indeed, we have a responsibility to assist each other in our global goal, including providing assistance in capacity-building for developing countries.

We cannot underestimate the importance of this linkage. International leadership is critical to pursuing a comprehensive Oceans Strategy.

As Canada's experiences with transboundary pollution in the Arctic and with straddling and highly migratory fish stocks demonstrate, unilateral action is often insufficient to achieve the protection and sustainable use of marine environments.

International leadership opportunities also provide opportunities for Canadian experts and managers to exchange information with their colleagues and learn from the experiences of others.

Canadian experiences can inform and shape international agreements and processes, just as international initiatives may be applied within the Canadian context.

Another important aspect that links our national and international oceans management regime is security and defence. Protection of our sovereign rights must be at the forefront of our oceans strategy. Canada is, by any standard, a leading global player on Oceans Management issues. We are active participants in all of the United Nations sponsored initiatives.

At the so-called "Earth Summit" in Rio in 1992, Chapter 17 of Agenda 21 dealt specifically with a new approach to Oceans Management.

As Canada prepares, we prepare for the next World Summit on Sustainable Development that will be held next summer in Johannesburg, we are strongly positioned as world leaders in implementing Chapter 17.

We need to make progress in Johannesburg to ensure that we maximize the momentum that exists, in Canada and around the world, to modernize our approach to Oceans Management.

New Governance Mechanisms and Approaches

The third component of Canada's Oceans Strategy must include the development and implementation of new oceans governance mechanisms and approaches. In this context, I use the term governance to refer to the network of informal and formal institutions that play a role in making decisions that implement the strategy.

In the Canadian context, our approach to oceans governance must initially focus on three areas:

- Federal and Intergovernmental Cooperation and Collaboration;
- Oceans Stewardship; and
- Integrated Management planning.

Governmental Cooperation and Collaboration

There are several inter-related aspects to governmental cooperation and collaboration. At its most basic level, it involves co-operation and collaboration within the federal family. While conceptually simple, this can indeed be one of the more difficult aspects to achieve. At the national level, more than 20 federal departments have mandates that impact on oceans policy and outcomes. Anyone familiar with government would understand that this presents a coordination challenge that should not be underestimated.

Because, the Oceans agenda is truly horizontal, we need to create fora at the federal level where departments with oceans mandates can come together to ensure that a coordinated, ecosystem-based approach is established.

The other aspects of governmental cooperation and collaboration, of course, relate to our relations with provincial and territorial governments, with First Nations and Aboriginal peoples, and international relations. In each of these cases we are committed to finding new ways to work together to address the needs of our oceans.

Finally, we are putting in place a governance structure to ensure that we are engaging and informing our partners in policy development. These include a Minister's Advisory Council on Oceans that was set-up in 2000, and a federal-provincial-territorial oceans working group under the Canadian Council of Fisheries and Aquaculture Ministers that was announced this year. This working group will report to federal and provincial/territorial Ministers next September.

I want to also stress that the Oceans Management Research Network that was established last year, to link with and engage the academic community and to integrate natural science and social science research is a key and innovative governance arrangement.

Oceans Stewardship

The second aspect of our overall governance framework is oceans stewardship. Oceans stewardship refers to the nature of the relationship between the Canadian public and that public's good – our oceans.

Government's role in this relationship is to enable and encourage the public to participate as completely as possible in helping to make oceans use sustainable.

Modern oceans governance, therefore, encourages Canadians to volunteer and actively participate in the caring of our ocean resources in a meaningful and positive way. In this regard, I believe there is much we can learn from Aboriginal peoples.

First Nations and Aboriginal peoples have for countless generations taken a holistic and integrated approach to the stewardship of our natural resources. And we need to find ways to incorporate such experiences into our overall governance regime.

Canada's Oceans Strategy will also continue to develop and promote national initiatives that foster oceans stewardship on behalf of the Canadian public. Participants in these initiatives form part of the wide, formal and informal networks of Canadians who, by virtue of their desire for, clean, healthy and productive oceans, make efforts to make a difference.

This brings me to the third element of the governance framework, integrated management.

Integrated Management

In my view, Integrated Management lies at the heart of Canada's new oceans management governance regime.

As is evident from this forum, it is a dynamic and on-going process that brings together diverse groups to develop means to effectively plan and manage human activities occurring in, or affecting portions, of Canada's marine environment.

The goal of the integrated management program is threefold.

First, integrated management must establish reasonable and open processes to provide advice about how to comprehensively manage the human activities in Canada's coastal and marine ecosystems.

Secondly, the integrated management program must foster sustainable development practices within Canada's marine environment.

Finally, the integrated management program must establish objectives and guidelines to maintain or enhance the health of marine ecosystems.

Integrated Management reverses the fragmented approach to managing our oceans by applying a comprehensive, systematic and sustained method of planning to control the use of our ocean space.

The long-term goal of our integrated management program is to cover all of Canada's marine waters with integrated management plans. It is also principally within the marine planning process, that the other ***Oceans Act*** programs will be implemented, such as the establishment of Marine Protected Areas and Marine Environmental Quality Indicator.

As I have noted, integrated management pilot initiatives have been established in all three of Canada's oceans and through them, we are accumulating lessons that will guide us as we refine our development of the governance mechanisms that are required to support the shift toward integrated management.

Perhaps I might share a few of the governance-related lessons we are accumulating from the pilot projects.

Over the past few years, we have learned:

- That the magnitude of the shift toward integrated management is not to be underestimated. While Canadians grow increasingly tired of acrimonious resource user conflict, they want the shift to integrated management to occur without a zero-sum outcome.

- That a significant investment in relationship building – in trust building among – governments, First Nations, environmental groups, industry and community groups, is a pretty fundamental pre-requisite to moving forward.

- We have learned that historic relationships need to be valued and maintained. In the case of Fisheries and Oceans, we need to be clear that the relationship between the Minister of Fisheries and Oceans and the fishing industry will continue to be close and mutually beneficial. This will be the case with the relationships that exist

between other federal and provincial Ministers and their key partners and stakeholders who will participate in any Integrated Management process.

- Finally, we have learned that while pursuing the objective of making oceans use sustainable, we need to make progress – concrete, demonstrable progress – with each month and year. We need to show how integrated management can assist us in addressing critical oceans management issues, now and not at some theoretical print in time in the future.

The ***Oceans Act*** and Canada's Oceans Strategy which will flow from it, has several important aspects that will shape modern resource governance and management while integrating citizen engagement and stewardship.

Together, the ***Act*** and the Oceans Strategy will:

- Encourage Canadians and coastal communities to become involved and to co-operate with each other and with governments to put into action a Canadian Oceans Strategy.

- It will make legitimate the role, underscore the value, and shift the balance, to leadership and facilitation, rather than regulation and sanction.

- It will encourage action and change.

- It will respect the jurisdiction, authority and responsibility of other levels of government and First Nations.

- Finally, it will foster cooperation among a wide range of parties, ranging from federal ministries, boards and agencies, to other levels of government, to First Nations and Aboriginal organizations and bodies, and with coastal communities and citizens.

Conclusion

The work that is being undertaken through the ESSIM initiative is extremely valuable and important to national and international oceans governance. What happens at this conference over the next few days matters.

As I noted earlier, the ESSIM initiative is making important contributions to the implementation of integrated oceans management, while at the same time providing an important national policy roadmap for future oceans management.

By a significant margin, ESSIM is the largest Integrated Management project now in operation -- in terms of geography and in terms of the number of parties involved.

And, you are operating in an environment that is essentially a micro-vision of the challenges we face in all three oceans.

How this group comes together and is able to unit in support of the concept of sustainable development and integrated, ecosystem-based management could go a long way to providing the momentum we all need to ensure the sustainable development of our marine resources.

We all know that the challenges you will face are significant.

I wish you well in your discussions over the next few days and I look forward to hearing the results of your deliberations.

Thank you.

APPENDIX III: ESSIM-RELATED PUBLICATIONS

Discussion Papers

Fisheries and Oceans Canada, *The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative: Development of a Collaborative Management and Planning Process*, A Discussion Paper prepared for the Federal-Provincial ESSIM Working Group. November 2001. Available online: <http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html>.

Fisheries and Oceans Canada, *The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative: Issues, Challenges and Opportunities*, A Discussion Paper prepared for the Federal-Provincial ESSIM Working Group. November 2001. Available online: <http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html>.

Fisheries and Oceans Canada, *An International Survey of Integrated Ocean and Coastal Planning Initiatives*, Prepared for the Eastern Scotian Shelf Integrated Management (ESSIM) Initiative, July 2001 (Updated, January 2002). Available online: <http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/essim-intro-e.html>.

Science Publications

Breeze, H., D. Fenton, R.J. Rutherford, and A. Silva, 2002. "The Scotian Shelf: An Ecological Overview for Ocean Planning," *Canadian Technical Report of Fisheries and Aquatic Sciences* No. 2393, 259 p.

Coffen-Smout, S., R.G. Halliday, G. Herbert, T. Potter, and N. Witherspoon, 2001. *Ocean Activities and Ecosystem Issues on the Eastern Scotian Shelf: An Assessment of Current Capabilities to Address Ecosystem Objectives*. CSAS Research Document 2001/095. Available online: <http://www.dfo-mpo.gc.ca/csas/Csas/English/Research_Years/2001/2001_095e.htm>.

Jamieson G. and R. O'Boyle (eds.), 2001. *Proceedings of the National Workshop on Objectives and Indicators for Ecosystem-based Management*. CSAS Proceedings Series 2001/009. Available online: <http://www.dfo-mpo.gc.ca/csas/Csas/Proceedings/2001/PRO2001_09e.pdf>.

Stewart, P.L. and L. White, 2001. "A Review of Contaminants on the Scotian Shelf and in Adjacent Waters: 1970 to 1995," *Canadian Technical Report of Fisheries and Aquatic Sciences* No. 2351, 158 p.

O'Boyle, R. (ed.), 2000. *Proceedings of a Workshop on the Ecosystem Considerations for the Eastern Scotian Shelf Integrated Management (ESSIM) Area*. CSAS Proceedings Series 2000/014. Available online: <http://www.mar.dfo-mpo.gc.ca/science/rap/internet/pro2000-14.pdf>.